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The purpose of this study was to determine the extent of poverty in some rural areas of Texas, to determine and evaluate the attitudes of local leaders toward the anti-poverty effort, and to prescribe remedial action. The extent of poverty was based on the incidence of low income, then questionnaires were developed, tested, and used to obtain information from county, city, business, professional, and religious leaders, and representatives of the poor. Much of the work of the project staff was inconclusive, and in many cases the data were insufficient. Some conclusions were: (1) an annual census-type survey in the area, combined with an input-output analysis conducted by the regional planning body, can eliminate the deficiency in reliable, disaggregate data; (2) the most important form of poverty is the lack of formal education; (3) transportation facilities, racial discrimination, and lack of skills contribute to this lack; (4) poverty can as easily be identified by its effects as by its causes, and these effects contribute to a circular process of continuing poverty over time; and (5) private charitable groups are totally inadequate to the task of eliminating poverty, but the American economy is capable of supporting the anti-poverty effort while remaining affluent. (The questionnaire and a bibliography are included.) (nl)

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A REGIONAL APPROACH TO THE WAR AGAINST POVERTY

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A REGIONAL APPROACH TO THE WAR AGAINST POVERTY

Theodore J. Taylor

A Report to the Community Action Board in Lubbock County, Inc.,
and to the Texas Office of Economic Opportunity

March 1968

PREFACE

This study was initiated at the request of the Texas Office of Economic Opportunity in an effort to develop a means by which the War Against Poverty could be extended to the rural areas of the State in a more meaningful way. The study was to determine the feasibility of utilizing a regional arrangement to overcome the disadvantages of locally-based activities in sparcely-populated areas. To a great extent this question was subsequently resolved by the Economic Opportunity Amendments of 1967 and the corresponding administrative rulings made by the Office of Economic Opportunity.

Hence the task of the project staff reduced to the structuring of an organization which would maximize the goals of the Act: to develop programs which show a high probability of success, to utilize private resources as far as practicable, to encourage the maximum participation of the poor, and to allow local initiative and control. To accomplish this objective the staff attempted to determine the attitudes of area leaders with respect to the future orientation of the war against poverty, the extent of poverty in the study area and its potential causes, and the effectiveness of existing anti-poverty organizations, public and private.

Many kind and generous people assisted in this effort. Dr. William S. Hendon gave the study its initial stimulus and guided the development of the work program. Dr. Vincent P. Luchsinger prepared the initial design for the regional association, and secured the services of two of the research assistants. Professor Robert J. Wade, Jr., developed the legal services questionnaire and analyzed the responses to it, and constructed the by-laws for the regional association. In addition, he wrote the first draft of the section in the last chapter on a multi-county legal services program. Mr. Rosser J. Smith III and Mr. Dennis A. Johnston, Jr., developed the statistical techniques and worked many hours writing time-saving computer programs. In addition, the latter wrote Appendix C.

Dr. George K. Hutchinson, Director of the Texas Tech Computer Center, provided most of the in-kind contribution to the study by donating the services of the Computer Center, and Mr. Robert O. Haynes of the Computer Center assisted at the beginning of the study. Mr. J. Roy Wells, Assistant to the President of the College, assisted by approving requests for budget changes and by explaining many questions of procedure, as did Miss Gerie Pirkey, of the Comptroller's Office. Dr. George G. Heather, Dean of the School of Business Administration, and Dr. Robert L. Rouse, Chairman of the Department of Economics, allowed me to reduce my teaching schedule during the fall semester.

General counsel was provided by Mr. Bob Allen, Director, Texas Office of Economic Opportunity, Mr. Joe Meador, Program Consultant, Texas Office of Economic Opportunity, Mr. D. M. McElroy, President, Community Action Board in Lubbock County, and Mr. Joe Kelly, Executive Director, Community Action Board in Lubbock County.

Mr. Harold W. Dollins, Mr. Roger B. P. Rice and Mr. Kenneth O. Wilson gathered the data and prepared them for processing. Mrs. Linda L. Everton typed the questionnaires and handled the preliminary correspondence. Mrs. Susan K. Oatman was responsible for final editing and typing of the manuscript.

The Texas Highway Department provided much useful data in highly manageable form. The advisory committee to the project made many helpful suggestions, and individual members of the committee performed special services for the project staff.

To all who helped, I express my appreciation, most particularly to Bob Wade and Susan Oatman, and a small group of people on 37th street.

Theodore J. Taylor
March 1968

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INTRODUCTION

Theory and Process of Economic Growth and Development

Economic growth can be defined as an increasing level of per capita real output of goods and services over time, given existing political, social, and economic institutions. Economic development implies economic growth, but includes as well changes in existing institutions which obstruct or hinder the developmental process. An economy is classified as mature if its institutions are conducive to growth, and if it is experiencing regular increases in per capita real output. An economy is classified as developing if change is occurring in its institutions to permit more regular growth, and if it is laying the foundations for future growth.

The first prerequisite for positive rates of economic growth is a stable (though not necessarily democratic) political system. A stable political system generates an ordered set of values, and it is this orderliness in political affairs which is crucial. A second prerequisite is the existence of a social system which attaches a priority to improvement in the standard of living. For such a system to exist, economic incentives must take precedence over noneconomic incentives. Third, since the process of economic development requires a highly interdependent economic system, a stable monetary system is required as well. In social systems in which primary values are attached to the esthetic merits of religion, in which barter is the means of trade, or in which a tribal, caste, or extended-family system is prevalent, economic betterment is improbable.

Assuming that these prerequisites exist, a requirement for rapid economic growth is the existence of basic social overhead capital: transportation and communication facilities, health facilities, public utilities, and an educational system. These facilities connect the separate elements of the economic system efficiently, provide information and increase the mobility of the economic resources. /Enke, ECONOMICS FOR DEVELOPMENT, p. 284/ These facilities can be provided gradually by an unregulated economy only at the cost of a slower rate of growth. Hence, for rapid economic growth they must be produced under the control and guidance of a governmental unit in accordance with a well-conceived economic plan.

Once an economy possesses social overhead capital, the problem of generating rapid economic growth, assuming that it is socially desirable, reduces to the achievement of full employment of resources and to increases in the quantity and/or quality of resources. In attaining full employment of resources the economy is assuring the maximum current production of goods and services, which contributes to an increased future production. Technological change increases the quality of resources by increasing per-unit productivity over time. When supplemented by warranted increases in the quantity of resources, economic growth and development are probable. (There are certain cases in which the quantity of a given resource is so large that increases are redundant, i.e., where the additional units of the resource contribute little if anything to the production of the economy. /See Fei and Ranis, DEVELOPMENT OF THE LABOR SURPLUS ECONOMY, pp. 200-208/

Whether the economy is a capitalistic one, a mixed economy, or socialistic, there are many techniques which can be adopted to improve the performance of the economy, and hence, increase the probability of success in the development effort. For example, an economy can engage in trade with other economies to obtain the goods and services required for rapid growth. Many mature economies specialize in the production of industrial goods and trade the domestic surplus of these goods for agricultural products. Many currently developing economies attempt to duplicate this process, trading their agricultural surpluses for physical and human capital (via technical assistance).

Secondly, well-researched economic plans developed by the public sector of the economy can supplement the activity of the private sector by providing information, by countering the unpredictable yet inevitable cyclical variations the private sector produces, and by recommending policies to reduce inefficiency. In a socialistic economy this function would be essentially the same as in a capitalistic economy, but with direct ownership replacing control.

While the economic barriers to economic development seem formidable, nevertheless they remain insignificant when compared with barriers imposed by a traditional social system. A caste system or extended-family system, by placing an upper limit on economic aspirations, destroys incentives, and constitutes the most effective barrier to economic development. /Mellor, "The Use and Productivity of Farm Family Labor in Early Stages of Agricultural Development," JOURNAL OF FARM ECONOMICS, August, 1963, pp. 519-520/ If, as usually is the case, such a system is highly stable, then over time a culture of poverty will also develop as an integral part of the value system, leading to an attitude of fatalism by the majority of the population.

This process is self-reinforcing, causing the developmental process to be longer postponed when a stimulus to economic improvement is introduced into the economy. Moreover, religious dogma constitutes a barrier in many countries. Consider the case of India, where the Hindu religion is predominant. Hinduism does not allow the use of chemical fertilizers and insecticides, which would increase the productivity of agriculture, nor does it permit the practice of birth control, which would provide increased standards of nutrition, and hence, increased productivity of the labor force.

In the newly-emergent nations, other goals may conflict with the goal of economic development: national aggrandizement, the acquisition of nuclear power, or cultural assimilation with other peoples. These goals, while perhaps of smaller permanent value to the economy, are capable of sustaining an immediate increase in popularity for the ruling elite, and hence probably are of higher immediate priority. /See Millikan and Blackmer, THE EMERGING NATIONS/ Even in this country the goal of affluence stands in the way of economic progress by causing the vast majority of resources to be utilized in the production of consumer goods which rapidly become obsolete or deteriorate. /See Galbraith, THE AFFLUENT SOCIETY, esp. Chapters 1, 2, 5, 11 and 23/

Since economic development requires interdependence of function, the process is necessarily slowed when the sectors of the economy are autonomous, or when the production functions in the sectors are radically different. /Meier, LEADING ISSUES IN DEVELOPMENT ECONOMICS, pp. 68-70/ This is a particularly acute problem when one or more sectors are functionally and geographically remote from the rest of the economy. In this case, the development of social overhead capital is made more difficult, as is the emergence of an administrative and managerial class. Moreover, resources utilized in the "enclaves" usually do not complement the resources in the remainder of the economy, and hence, even if connected, would not spontaneously cause the rate of economic progress to increase. The problem remains acute when a class of the work force is separated from the mainstream of economic activity.

Several aspects of the level and distribution of income in underdeveloped economies cause economic development to be delayed, or at least made more difficult. First, the accumulation of savings is small relative to the size of income, and such savings as do exist are usually immobilized by the lack of stable financial institutions or are exported in the form of villas on the Riviera. Hence, funds are not available to finance investment in physical capital.

Second, and more importantly, in any economy the participants are separated from the nonparticipants. Those with the requisite skills and/or social standing share in the riches of the economy, and share in its enlarged riches when and if the economy grows. On the other hand, those with obsolete skills or no skills at all, and those who are on the lower rungs of the social ladder, become part of a separate, and nonparticipating, class. The separation, in terms of relative income, increases over time.

Third, to the extent that political power and economic power coincide, it is likely that public assistance programs for the nonparticipants will not be instituted. Instead, a high social value may be placed on the personal acquisition of property, with the resulting reluctance to appropriate (and hence, be forced to pay taxes to support) funds for public assistance. Certainly this is the case in the United States: even though the per capita income here is much higher than in any European country, the average tax rate is lower. This point, crucial to the recommendations of the study, will be developed later.

Whether the whole economy is plagued by intermittent growth, or merely a part of it, the stagnation is not easily eliminated. Instead, it seems to be perpetuating. Those affected are the victims of a "vicious circle" process which prohibits the initial sustained increase in per capita output required for sustained growth. /Nurkse, PROBLEMS OF CAPITAL FORMATION IN UNDERDEVELOPED COUNTRIES, pp. 4-5/

A high birth rate and a low (or at least declining) death rate, together with low per capita productivity, yield an income sufficient only to provide the bare necessities of life, a mere subsistence standard of living. Saving (i.e., current income not consumed) is impossible, as are the types of consumption spending more realistically classified as investment in human capital: regular physical and dental examinations, education, and recreation. The inability to save means that domestic capital formation is impossible. For a national economy, unless foreign exchange earnings are substantial, which is generally not the case, capital cannot be obtained at all.

Thus, incomes remain low, productivity does not increase, the already low health and nutrition standards do not increase, and may deteriorate with an increasing population, and the process repeats itself. And the process can be repeated again and again. /For a well written analysis of the problems and processes of growth, see Heilbroner, THE MAKING OF ECONOMIC SOCIETY/

Fortunately, the basic difference between the contemporary American economy and the currently underdeveloped economies is this: facilities exist with which to assist the nonparticipants in acquiring the skills required to enter the mainstream of American life. Presently it will be demonstrated that the failure to use these facilities results in a real cost to the economy as a whole, and, more importantly, to the individuals who remain on the periphery of economic activity.

History of American Economic Growth and Development

American economic growth has been the most rapid of any economy. In part this can be explained by the fact that the British economy began its development earlier, and America borrowed from the British experience. Moreover, few of the characteristics of the "traditional" society were firmly rooted in the American culture, and hence, the long-run fatalism never developed. Political power was formalized, and governments ascended to and descended from power in orderly fashion.

World markets had expanded when American growth began, and trade with Europe was firmly established. A national bank existed (though not uninterrupted), and a technological and geographic frontier existed. Economic progress was judged to be desirable in order to achieve other goals: national independence (witness the Monroe Doctrine), private profit, or general welfare. /Rostow, THE STAGES OF ECONOMIC GROWTH, pp. 4-7/

The government assisted in establishing social overhead capital, and an entrepreneural class developed. By approximately 1850 sustained growth was a reality. In addition to the remarkable political stability, the geographic frontier, and the rich natural resources, there were several factors causing this growth. /See Davis, Hughes and McDougall, AMERICAN ECONOMIC HISTORY, rev. ed., esp. Chapters 8 and 9/

First, population growth has assisted the American development process, and the population has shifted from agricultural employment to industrial employment with comparative ease. This is in sharp contrast to the experience of many economies, in which there is over-population, and in which there are strong cultural ties to the agrarian way of life.

Second, the rate of technological progress has been rapid in the American economy. Part of this progress has been in the form of new processes. However, a substantial part has been in the form of increases in the productivity of labor occasioned by increases in health standards and educational attainment. In addition, the amount of capital equipment per worker has increased substantially.

A third factor is the geographic diversity of the American economy. The American economy approximates as one economic unit the European Economic Community of contemporary times. By allowing trade to occur without crossing international boundaries (which, due to political implications, makes trade considerably more difficult), this has contributed to the specialization of function so essential to rapid economic growth. The rapid linking of the continent with railroads, canals and other waterways, and highways greatly assisted here. For example, in the 1860's and 1870's, investment in railroads constituted approximately 10 per cent of all investment in the American economy. /Gill, ECONOMIC DEVELOPMENT: PAST AND PRESENT, p. 71/

Fourth, the systematized research and development generated in the search for more efficient ways to wage war have yielded peaceful uses as well. This has culminated in the trend toward automation of the last few years.

It is interesting to note that increases in education and increases in the fund of knowledge generated by research account for approximately 40 per cent of the increase in the production of the American economy in the last three decades. /Denison, SOURCES OF ECONOMIC GROWTH IN THE UNITED STATES, table 32/ Since they probably will account for an even greater part of the future growth of the economy, it is essential that basic education programs be broadened to include all Americans.

In terms of the role of American institutions, it can be said that the government supported the growth of the economy by encouraging the construction of the railroads, by allowing mergers and monopolies, and by permitting a high rate of reinvestment in industry. This role was patterned after the dictates of the Protestant Ethic of hard work and thrift, combined with the prescriptions of Social Darwinism. In this century the government's role in research and development activity has been substantial. And the government's recognition of the stabilizing role of labor unions has assisted in this process.

The Nonparticipants in the Development Process

Recent literature is filled with references to the nonparticipants in the developmental process. They have been called the "wasted Americans".

/May, THE WASTED AMERICANS/ They have been typified as living in a culture unrelated to the culture of middle-class suburbia. /Harrington, THE OTHER AMERICA/ And, they have been aptly classified as constituting an "underclass". /Myrdal, CHALLENGE TO AFFLUENCE, p. 40/

Some are unable to participate because of physical or mental handicaps; others are the victims of social ostracism or of discrimination. Many lack the Spencerian "work ethic". More specifically, the nonparticipants are old, poorly educated, from a rural environment, black, female, recently immigrated, geographically isolated, unskilled, widowed, ill, and disenfranchised. /Miller, RICH MAN, POOR MAN, p. 59/ The list could go on and on.

More important than the characteristics of the nonparticipants are the functional relationships which describe the patterns of their activity. Behind these relationships lies the hope that their economic well-being can be improved.

As an example, consider the relation between nutrition and work effort. This relation is direct, and, considering the poor standards of nutrition among the nonparticipants, increasing nutrition standards should lead to greater productivity. This relationship has been demonstrated by German and American scholars. Ignoring the caloric intake required for basic metabolism, it has been demonstrated that an increase in nutrition levels of 21 per cent allowed a 50 per cent increase in work effort. At the same time, the weight of the individual increases, and he is better able to resist debilitating disease. /See Leibenstein, ECONOMIC BACKWARDNESS AND ECONOMIC GROWTH, p. 65/

Similar relationships between literacy and productivity could be demonstrated. In general, low productivity causes low income, which prohibits the attainment of the higher skill levels necessary to increase productivity. And, low income causes housing and health standards to be low, reinforcing the low productivity.

To realize the cost to society caused by continued poverty, consider the public expenditures for law enforcement and the criminal justice system. If these are substantial, and if crime is positively related to the incidence of poverty, then the elimination of poverty will yield substantial benefits to society.

From 1955 to 1965 these expenditures increased from $2.2 billion to $4.6 billion, and they are expected to double between 1965 and 1975. /The President's Commission on Law Enforcement and Administration of Justice, Task Force on Assessment, CRIME AND ITS IMPACT--AN ASSESSMENT, p. 55/ The 1965 expenditures are greater than the total expenditures for the State of California for the next fiscal year. They are more than twice the expenditures by the Office of Economic Opportunity in waging the war against poverty.

Among the reasons for the increase in the crime rate causing this increase in expenditures to fight crime are the following: a greater degree of affluence in the American society (i.e., more goods to steal) and a continuation of the trend toward urbanization. In addition, studies have found that the crime rate relates to the same variables which are functionally related to poverty. For example, an Atlanta study revealed that there exists a negative relation between median income by geographic area and number of offenders. In areas in which the median family income was less than $3,000, the number of offenders per 1,000 residents was 1.98; for areas between $5,000 and $6,000 the rate was .73; for areas between $8,000 and $9,000, the rate was .15. /The President's Commission on Law Enforcement and Administration of Justice, Task Force on Assessment, CRIME AND ITS IMPACT--AN ASSESSMENT, p. 70/ These data indicate that the crime rate will be reduced as poverty is eliminated in the country, and that resources currently allocated toward crime prevention and criminal prosecution can then be utilized to achieve other socially-desirable goals.

Basically the same conclusions are reached when the incidence of juvenile delinquency is examined. In most cases serious juvenile offences are committed by individuals who have failed to complete a high school education. These conclusions are connected to the problem at hand since the high school drop-out rate is highly correlated with the incidence of poverty. /Ginzberg, et. al., "The Hidden Costs of Unemployment," MANPOWER REPORT OF THE PRESIDENT, March, 1966, p. 59/

The incidence of poverty is clearly related to low educational attainment, since this inadequate preparation for participation in the labor market results in the concentration of low-attainers in the low-productivity and low income occupations. When the inmate population of federal and state prisons is compared with the general population with respect to educational attainment, the results are enlightening: while those with four or more years of college education constitute 8.4% of the population, they constitute 1.1% of the inmate population; while those with less than four years of elementary education compose 6.0% of the population, they compose 14.4% of the inmate population. Similarly, although professional and technical workers constitute 10.4% of the labor force, 2.2% of the inmate population possess this type of work experience; on the other hand, 31.9% of the inmate population possess work experience as laborers, yet this labor category accounts for 10.8% of the labor force. /The President's Commission on Law Enforcement and Administration of Justice, THE CHALLENGE OF CRIME IN A FREE SOCIETY, p. 161/

In view of this evidence, it seems probable that the elimination of poverty will substantially reduce the crime rate in the nation. Moreover, it seems advisable to redirect expenditures by public agencies toward projects based on the concept of rehabilitation, and away from those based on the concept of punishment.

It has been recommended that instead of expending more than $3,600 per offender per year in juvenile correctional institutions, the society should increase basic educational programs, on-the-job training, and other skill development programs, and coordinate and expand the anti-poverty effort. /The President's Commission on Law Enforcement and Administration of Justice, Task Force on Juvenile Delinquency, JUVENILE

DELINQUENCY AND YOUTH CRIME, pp. 315-316/ These efforts seem incomparably more effective in reducing crime than alternative proposals currently in vogue ("get tough" policies, anti-riot proposals, longer jail terms, etc.).

Early Attempts to Generate Participation

Many well-intended welfare efforts have been considered as attempts to generate participation for the nonparticipants. However, one must distinguish between efforts to make life more bearable (but still at the poverty level) for them today, and efforts to assist them in becoming eligible for participation now and in the future.

Ironic though it may seem, many "make-work" projects offer little hope as far as participation is concerned, while many "hand-out" projects offer considerable hope. For example, public employment for such purposes as brush eradication, and private employment in "stoop labor" occupations, while earning an income for the nonparticipant today, contribute little if anything at all toward preparing the individual for employment tomorrow. On the other hand, the program of aid-to-dependent-children, certainly a transfer payment by the government, potentially enables the mother to clothe, feed, educate, and keep her children in good health, thus giving these children the opportunity to prepare themselves for participation in the mainstream of economic life as they mature.

In this century there have been many attempts to encourage participation. In terms of the national legislation, one can cite the National Labor Relations Act of 1935, the Fair Labor Standards Act of 1938, and the Manpower Development and Training Act of 1962, as crucial. Similarly, court decisions such as in the school desegragation cases have helped to free individuals from the vicious circle of poverty. And, industrial unionism has given the poor the opportunity to enter occupations closed to them by the trade unions.

The effects of the elimination of barriers to participation can be seen by comparing the costs and benefits involved, to the individual concerned and to society as a whole. The real cost to the individual is the income he forgoes in obtaining the training necessary to become a participant. In many instances, this cost is zero, since the individual has no income-earning potential. In economic terminology, the individual has no opportunity cost.

The real cost to society is the amount of goods and services which must be given up by the larger, participating class, in order to provide the facilities necessary for training. To the extent that the trainee can construct the facilities as part of his training (e.g., as is done in the Job Corps), this cost is minimized.

The benefits to the individual are obvious. They are the increased standard of living allowed by higher income. The benefits which society derives are even more substantial: reductions in transfer payments, reductions in the number of jail cells, policemen, prosecutors, and other personnel involved in crime prevention, increases in social goods and services made possible by the newly-trained individual's tax payments.

For example, assume that the cost of giving a man a high school and college education is $15,000. This is a real cost to the rest of society, in terms of goods and services not produced and consumed. But this individual will earn approximately $175,000 of income more than if he had only a grade school education. /Hansen, "Total and Private Returns to Investment in Schooling," JOURNAL OF POLITICAL ECONOMY, April, 1963, pp. 128-140/

If this education were financed by federal funds in the form of a long-term loan to the individual, the individual could easily settle the loan with increased federal income tax payments. The proportion of his income taxed to settle the loan would increase by less than one per cent.

When one considers that welfare payments to this individual and his family would be positive and perhaps substantial without the education, that the size of his family probably would be larger, and that some member of his family probably would "get into trouble with the law," the net benefits from the educational program become overwhelming.

The Economic Opportunity Act of 1964

The authors of this Act recognized that poverty in the midst of plenty constituted a terrible paradox. They hoped the Act would mobilize the resources of the nation to combat poverty and open to every American "...the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity."

Nowhere in the Act can one find a strictly "make-work" project. On the other hand, all projects are designed to increase the employability of the poor in America by giving them work experience, education, and medical care, in addition to wholesome living conditions.

While it is not considered possible to make everyone employable (such as the very old and the infirm), the goal is to move as far as possible in this direction. Hence, the effort is aimed at all ages, races, sexes and nationality groups. And, the effort is comprehensive, in that for the most part, it attempts to assist all members of the family simultaneously.

Programs under the Act are designed to help the pre-school children and the older children, the drop-outs and the college students, the farmer and the city dweller, the husband and the wife. Programs are designed to utilize local resources, financial and real, and to utilize volunteers whenever possible.

The mechanisms by which the aims of the war against poverty can be made effective are contained in the eight titles of the Act. Title I contains the work training and work-study programs, specifically the Job Corps, the Neighborhood Youth Corps, the Work-Study Program, and the Special Impact Programs.

The Job Corps is designed to assist those young men and women aged sixteen through twenty-one who are not enrolled in school, by giving them education and work experience. In addition, the program supplies medical and dental care, clothing, and recreational services, and a readjustment allowance. Within the Job Corps there is a Youth Conservation Corps for those with more limited capabilities.

The Neighborhood Youth Corps is designed to help students in the ninth through twelfth grades who need earnings to maintain attendance in school, and to assist unemployed youths in obtaining basic literacy training, work experience, and on-the-job training to develop their occupational potential. In contrast with the Job Corps, these individuals remain in their neighborhoods during their training.

The Work-Study Program allows college students (both at junior and senior colleges) to work part-time to meet college expenses. Rigid requirements insure that only those students from low income families, married students, and students who are completely separated from their parents are eligible.

The Special Impact Programs are designed to assist those areas (communities or neighborhoods) within the urban areas of the country which are experiencing excessively high incidences of poverty, and where this special program can relieve the pressures on unemployment and community tensions.

The Community Action Programs are established by Title II of the Act. The majority of the appropriations are for this title. A community action program mobilizes public and private resources, in rural and urban areas, to eliminate poverty, develops specific projects for this purpose, and coordinates the anti-poverty effort with other interested agencies. In this effort the maximum feasible participation by the poor is a goal.

Special grants can be made to develop programs for rural areas, and to develop programs of a regional nature, when such programs have the greatest probability of success. Moreover, institutions of higher learning can receive grants for research and development.

The Head Start Program, the most popular of the anti-poverty efforts, is authorized by Title II. It aims at giving to pre-school children the health, nutritional, social, educational, and mental health services necessary for them to achieve their potential in later life. Moreover, the participation by the parents is encouraged, and is now considered an integral part of the program. There are also provisions for technical assistance, evaluation, and follow-up procedures to prevent the children from falling behind their normal curriculum in the public schools. To this end recommendations have been made to continue the program through the third grade.

In the same section the legal services programs are established. In conjunction with local bar associations, these programs provide legal advice and legal representation to the poor, and engage in research to find better methods for serving the cause of justice for the poor. These programs are intended to go far beyond the present practice of representing the poor in felonies through a public defender arrangement. They include legal counseling, advice on consumer finances, and other pretrial assistance.

The 1966 Amendments to the Act provided aid to the chronically unemployed poor in the form of training assistance and work experience in community beautification. Basic literacy training is also included. In this respect it is well to note that these programs are aimed at those persons whose lack of basic educational skills place them on the receiving end of welfare payments, by restricting their employment opportunities, but who probably can find employment when this training is made available.

The 1967 Amendments aim specifically to stop the urban migration of the poor by training individuals for employment in rural areas. Moreover, the Director of the Office of Economic Opportunity is required to achieve an equitable distribution of assistance between urban and rural areas within a given state.

Title III authorizes special programs to combat poverty in the rural areas. It does this by making loans to rural low income families for improvements to farms, participation in cooperative associations, and acquisition of real estate. Title III also authorizes special assistance to migrant workers, seasonally employed workers, and their families, in the form of housing, education, and day care of children.

Title IV authorizes loans to small business concerns to improve the managerial skills of the owners and to improve the economic climate of the area by making the businesses more profitable. Under this title, loans are withheld when the purpose of the loan is to relocate the business.

Work experience and training programs under the Manpower Development and Training Act are authorized by Title V. These programs are carried out by the Departments of Labor and Health, Education and Welfare.

The VISTA Program (Volunteers in Service to America) is authorized by Title VIII. This program gives to all Americans the opportunity to serve in poverty areas (in Job Corps camps, on Indian reservations, in migrant worker camps, e.g.) and make a personal contribution to the antipoverty effort. The VISTA Program is the domestic "Peace Corps," and potentially the most successful.

Other programs are being carried out under the Act. Collectively, they constitute the framework for the war against poverty. But the war against poverty is a "people" program, and without the will of the American people, their dollars will be insufficient to the task.

Considerable funds are expended in Texas in the fight against poverty. For the fiscal year 1967, Table I lists the approximate sums spent in Texas.

TABLE I

FEDERAL ALLOCATIONS IN TEXAS DURING THE STATE FISCAL YEAR 1967

Programs	Amt. Allocated	
Job Corps	$ 17.3 million	
Neighborhood Youth Corps	20.1 "	
Work-Study	3.9 "	
CAP: Development	0.3 "	
CAP: Administration	3.2 "	
Neighborhood Centers	6.0 "	
Adult Programs	2.6 "	
Youth Programs	0.1 "	
Legal Aid	1.8 "	
Nelson Amendment (Mainstream)	1.3 "	
Day Care Centers	5.0 "	
Operation Head Start	10.2 "	
Head Start Teacher Training	0.4 "	
Family Planning	0.4 "	
Upward Bound	1.1 "	
Demonstration Programs	0.1 "	
Health Programs	1.2 "	
Adult Basic Education	2.0 "	(not O.E.O. funds)
Concentrated Employment Program	9.7 "	
Special Summer Programs	1.9 "	
Loans to Farm Families	1.7 "	
Adult Migrant Education	4.8 "	
Migrant Children's Education	0.9 "	
Migrant Self-Help Housing	0.3 "	
Independent Migrant Projects	0.4 "	
Loans Made by Aspermont, Dallas SBDCs	0.7 "	
Work Experience Program	2.0 "	
Volunteers in Service to America	1.2 "	
TOTAL FEDERAL ALLOCATIONS DURING STATE FISCAL YEAR 1967 (approx.)	$100.6 million	

Source: Texas Office of Economic Opportunity, The Texas Front--1967, p. 15.

In evaluating the impact of the O.E.O. in Texas during the brief period of its existence, one must exercise extreme caution. First, there is the very difficult problem of quantification of social and economic variables. Second, there is the problem of truncation, of the distribution of response to a given stimulus over a finite period of time. Third, the effect of the O.E.O. cannot easily be separated from the effects of other organizations. Fourth, there is the problem of determining the length of the incubation period of any program, i.e., the length of time between its inception and initial fruition. Fifth, there is the problem of defining the expected goals of each program.

The Head Start program is illustrative of these problems, which constitute a dilemma for the researcher and project worker. The success of the Head Start program is a function of the probability that a representative child will (a) complete his or her education, (b) learn the principles of personal hygiene, (c) become a conscientious citizen (thus reducing the crime rate and the costs to society of crime), and (d) assist other poverty-stricken individuals, just to name a few of the variables. One can see that quantifying these variables is a monumental task.

Even supposing that the quantification problem can be resolved, one must still face the difficult task of assigning the benefits of the program temporally, i.e., using a distributed lag over time, with a truncation process determining the precise benefit at any point in time. Moreover, the work of the U. S. Public Health Service, local United Fund agencies, and relatives and friends who have received the benefits of other programs, and their successes and failures, are difficult to determine. Thus, it is difficult to separate the usefulness of the Head Start program from these partially complementary but also partially competing programs. The other problems are evident, also.

Assuming these conceptual and measurement problems can be resolved, there remains the allocation of benefits among the urban and rural areas of the State. Clearly, most of the funds are expended in the urban areas, comprising approximately 70% of the State's population. Hence, it is reasonable to assume that the urban areas' share of the benefits would be large as well.

It is far too early to prognosticate on the merits and demerits of the War Against Poverty. In this case, a "wait and see" attitude is entirely appropriate. However, one can make a determination regarding the ineffectiveness of the program with respect to the many rural areas of the State where no O.E.O.-related activities exist and where they could not easily be established (since there are no doctors, dentists, employment counselors, United Funds, etc.).

The conclusion in these instances is that the O.E.O. has been totally ineffective, for several reasons. These can be categorized as (a) communication gaps, (b) low population densities, (c) smallness of scale of operation in peripheral urban areas, (d) local hostility, and (e) the uncertainty surrounding the O.E.O. program as a whole.

The problem of gaps in the communication network among the various agencies attempting community and individual improvement is serious. There is the gap in the federal-state-local relationship. Partly this is caused by the inability of the O.E.O. to establish a system of information dispersion and retrieval in the period of its existence. Partly it is symptomatic of the long-standing struggle for political domination by the rural elements in the state legislature over the urban elements. Partly it is caused by the enormous complexity of O.E.O. regulations, which to the average citizen are quite bewildering.

There are also interagency and intraagency gaps. To some extent these are being eliminated by such movements as C.O.G. (Council of Governments) and C.A.M.P.S. (Coordinated Area Manpower Planning Systems), and by the establishment of a Migrant Division in the Texas O.E.O. However, as in most cases, the lack of adequate information makes it difficult, if not impossible, to coordinate and manage effective programs without duplication.

The experience of the anti-poverty efforts has shown that greater returns per dollar expended can be obtained when the scale of operation is larger than is feasible in the Western part of the State when programs are conducted on a county unit basis. Primarily this is due to the relatively low population density in this area, which necessitates a larger investment in facilities per person than in the larger urban areas. Hence, one of the requirements for O.E.O. funding (that projects be of sufficient size and scope to show promise of eliminating poverty) is not easily met in this area. This and the high degree of political isolation have prevented the development of programs in the rural areas of the State, particularly in the Western part. Even in the urban areas of the Western part of the State, the scale of operation is small. Again, this is due to the low population density relative to the rest of the state.

Though it is gradually diminishing, the local hostility to federal programs in general and to the O.E.O. in particular has prevented most of the programs under the O.E.O. to be undertaken. With the exception of Operation Head Start, which is extremely popular, many area leaders are openly opposed to the program.

There are many explanations for this. First, and most important, this hostility is a function of information (or the lack of information). The almost universal experience has been the initial rejection by local leaders of participation in the war against poverty, followed by gradual acceptance as more information has been made available. Second, the political ideology of the area is such that rejection of new, improved, or alien ideas is mandatory. Provisional acceptance of an idea, then, is determined only by the patient and dedicated demonstration of the merit of the idea. In this respect the Texas O.E.O. has been successful. Third, past experience with community and individual improvement efforts in many cases was unproductive. This led to a feeling of frustration, and discouraged further action.

Finally, the uncertainty which has surrounded the program from its beginning has had the effect of causing hesitation on the part of local leaders. First, the limitation on the number of community action agencies imposed by the Bureau of the Budget has been detrimental. Second, the plan of some members of Congress to place O.E.O. activities in the other executive departments (Labor, H.E.W., H.U.D., Commerce, etc.) has been instrumental. Third, the uncertainty of any funding at all (with calls for more activity in Viet Nam, anti-riot controls, etc.) has been decisive.

Fourth, the inability of O.E.O. officials to guarantee that a program would be refunded on a continuing basis has contributed to the uncertainty.

This uncertainty is being compounded today by the controversy over the tax bill, by the threat of inflation, and by the potential impact of the recent amendments to the Economic Opportunity Act.

Nature and Purpose of the Study

In an effort to reach the rural areas of the state with O.E.O. programs, the Director of the Texas O.E.O. initiated studies to determine the most feasible arrangements and activities. This study is a result of that effort.

Sec. 205(h) and Sec. 205(i) of Title II-A of the Economic Opportunity Act of 1964, as amended through December 1, 1966, authorized the Director of the Office of Economic Opportunity to make grants to, and to contract with, agencies and organizations in rural areas where it is not feasible to establish community action agencies. These sections also authorized the Director of the Office of Economic Opportunity to authorize the conduct and administration of projects on a regional basis whenever feasible. It was believed by many federal, state, and local officials that the war against poverty should be conducted on a regional basis in the rural areas of West Texas.

The purpose of this study is to determine the extent of poverty in the study area, to determine and evaluate the attitudes of local leaders toward the anti-poverty effort, and to prescribe remedial action. The Office of Economic Opportunity made available the financial resources to conduct the study; O.E.O. officials and the officials of various state agencies, as well as private agencies, cooperated in the task; Texas Technological College provided many of the facilities needed, as well as the manpower on the project staff.

Summary of Methodology

The extent of poverty in the study area was determined by an analysis of the incidence of low income. By county units, and by census tracts when available, the incidence of low income was related to other social and economic variables. These variables included housing characteristics (heating, sanitation, water supply, condition of unit, etc.), educational characteristics (school enrollment and educational attainment), racial characteristics, and employment characteristics (occupational structure, regularity of work, mode of transportation to work, etc.). A principal components analysis was conducted to determine the relationship between low income and these variables.

Since it was discovered that information was not available in useable form, a questionnaire was developed which would generate the type of information needed to conduct the war against poverty. This questionnaire was tested in a real situation, and it is believed that its application in other situations will yield excellent results.

Since the success of this program depends to a great extent on the attitudes of local leaders, a series of questionnaires was developed and applied to leaders of the study area. These included county, city, business, professional and religious leaders, and representatives of the poor. They were tested for their political ideology, their awareness of the existence of poverty, and their approach to the solution of public problems.

They were asked particularly to prescribe the appropriate combination of local effort, state and federal assistance, regional cooperation, and participation by the poor. They were also asked to provide information relative to specific programs, notably those relating to legal assistance and medical services.

On the basis of information derived from the questionnaires, from interviews with area leaders, and from numerous state officials, the project staff constructed the framework for a regional action group. The administrative structure, means of finance, staff requirements (paid and volunteer), and scope of function were specified.

Summary of Findings and Recommendations

Much of the work of the project staff was inconclusive. In many cases the data were insufficient. At times the data were not collected, or were "lost" by the Bureau of the Census during processing. At other times the data were inconsistently collected, rendering any statistical analysis invalid. On a few occasions the data were to be supplied by other agencies, but were never produced. However, the response to the questionnaires was heartening. And the survey conducted with the census-type questionnaire was partially successful.

Basically, the conclusions are these:

(1) that no reliable, disaggregated data exist with which to develop community and individual improvement plans;
(2) that an annual census-type survey in the area, combined with an input-output analysis conducted by the regional planning body, can eliminate this data deficiency;
(3) that, on the basis of the data available, the most important cause of poverty is the lack of formal educational attainment;
(4) that, in addition, other variables are contributory: lack of transportation facilities, racial discrimination, and lack of skills;
(5) that poverty can be as easily identified by its effects as by its causes, and that these effects contribute to a circular process of continuing poverty over time;
(6) that private charitable groups are totally inadequate to the task of eliminating poverty, but that the American economy is capable of supporting the anti-poverty effort while remaining affluent;

(7) that a regional arrangement is feasible, if structured so that primary responsibility for guiding and administering the program remains with the local officials;
(8) that close coordination with local, state and federal agencies is essential for a successful regional operation;
(9) that training is irrelevant without opportunity for employment, and that the government (at all levels) must bear the responsibility of providing employment.

The structure of the recommended regional action association is decentralized as far as possible to permit the maximum participation at the local level. However, since new community action groups probably will not be established in the near future, a certain amount of centralization is mandatory. It is the recommendation of the project staff and consultants that the process of integrating the diverse local anti-poverty efforts should proceed as quickly as possible, since substantial benefits can be realized. However, difficulties are posed by the new legislative requirements (in the Economic Opportunity Amendments of 1967) and by the new Administrative requirements (in Community Action Memoranda No. 80 and No. 81, issued February 15, 1968). These necessitate a multi-stage process leading toward integrated and fully operational community action programs on a regional basis. In general, the process should commence with immediate refunding of existing community action agencies and should end with the incorporation of a regional body to carry out the functions listed below.

The organizational structure to the regional body and its functions in this transitional process are explained in the final chapter of the report.

Assuming that the Congress will realize the importance of the war against poverty, and will act to eliminate poverty on a scale recommended by the officials of the O.E.O., it is recommended that if funds exist, the following functions be performed by the regional organization:

(1) to review and comment upon locally-generated projects prior to submission to O.E.O. for funding;
(2) to provide technical assistance in the fields of medical and dental care, legal services, education, consumer services, and manpower training, and to provide assistance with regard to interpretations of legislation, alternative approaches to problem solving, and other activities in the area;
(3) to provide liaison with federal and state agencies, and with private, nonprofit groups engaged in this effort;
(4) to provide and maintain a data bank of disaggregated information on the extent and causes of poverty in the area;
(5) to provide training assistance for O.E.O. workers, and to conduct seminars relating to the war against poverty;
(6) to prepare comprehensive plans now required by Sec. 221(d) of Title II-B of the Economic Opportunity Act.

It should be noted that the term "technical assistance" here is defined to include the actual application of technical knowledge to real situations. For example, under the category of legal services are included the making of wills, financial counseling, and legal representation. Under the category of medical and dental care are included family planning counseling, inoculations, prenatal care, and routine examinations.

Perhaps the most important functions of the regional association are the provision of the data bank and the development of plans. A system of sampling will be devised, canvassers will be trained, a storage and retrieval system will be developed, and other services will be provided. To a great extent, this can be provided by a nearby institution of higher learning as part of its public service program. Comprehensive plans then would be a natural outgrowth of this system.

Rather than prescribe specific projects at this time, it seems wise to recommend priorities for types of programs. Priority I projects are in the categories of basic education for adults and children and health care. Included here are the Head Start projects, the Adult Basic Education projects, and the Day Care Centers; health care includes inoculations, prenatal care, and routine dental care.

Priority II items include skill development programs and needed legislation. Examples of skill development projects are the on-the-job training projects through the Neighborhood Youth Corps and the programs under the Manpower Development and Training Act.

In the area of legislation, certainly much is needed. As a minimum the following are required: laws to prevent the renting or sale of dilapidated housing, the charging of higher prices for staple items in supermarkets located in the poor sections of cities, the paving of streets and lighting of streets and alleys from general fund revenues, and a negative income tax similar to the Friedman proposal. /Friedman, CAPITALISM AND FREEDOM, pp. 191-194/

Another Priority II item is the provision of secondary and higher education for those capable of receiving benefits from these programs. These can include regular programs and curricula, with the assistance of the Work-Study Program, and the utilization of extension programs and educational television.

It should be noted that since this writing the Report of the President's Advisory Commission on Civil Disorders has been released. The Commission recommends sweeping changes outside the scope of this inquiry, but relevant to its conclusions. Perhaps all Priority II items should be considered as Priority I.

Priority III items include the programs designed to attract industry to an area, Chamber of Commerce-oriented clean-up campaigns, and sermons from the pulpit on the moral necessity of charity.

In order to get maximum benefits from the financial and human resources available, it is suggested that the war against poverty be headquartered in a system of neighborhood centers, and that the use of a central library, a city hall, or a medical clinic located a considerable distance from the poverty areas be discontinued. As the study shows, a large percentage of the poor have no means of private transportation available to them.

SCOPE AND METHOD

Introduction

The purpose of this study is to develop criteria or guidelines for the better utilization of war against poverty and allied programs in the rural areas of Texas. Specifically, it is the purpose of the study to determine whether a regional arrangement is appropriate. For a regional arrangement to be feasible the following conditions must be satisfied: (1) poverty must exist in the study area; (2) the area must be unique in that projects conducted on a local basis have only a small probability of success; (3) local leaders (political, religious, business) must be favorably disposed toward the anti-poverty effort; and (4) the services of existing public and private agencies must be compatible with regionally-based O.E.O. activities.

Different techniques were required to determine if these conditions are satisfied in the study area. The question of satisfying the first condition was resolved by a statistical analysis, using published data. The question of satisfying the second condition was resolved by an examination of the success of anti-poverty efforts in the study area, and by a comparison of hypothetical project proposals based on available data relative to the study area with guidelines established by the O.E.O. regarding success probabilities. The question of satisfying the third condition was resolved by a survey analysis of the attitudes of local leaders. The question of satisfying the fourth condition was resolved by an examination of the plans of present and future activity by these agencies, and by interviews with officials of the agencies.

Scope of the Study

It was considered essential that the study area represent various economic concentrations, political ideologies, and ethnic groupings. Moreover, it was considered desirable for the configuration of the study area to conform to the regional divisions within the state as constructed by the state agencies. Basically, these divisions are structured with an urban area in the center, surrounded by a ring of rural areas.

The study area is composed of the following counties of Texas: Bailey, Borden, Cochran, Crosby, Dawson, Dickens, Floyd, Garza, Hale, Hockley, Kent, King, Lamb, Lubbock, Lynn, Motley, Scurry, Terry and Yoakum. The counties are compact and contiguous.

The study area contains the center-ring structure, and is approximately 120 miles in diameter. It contains an equal number of counties with (a) no city of more than 2,500 population, (b) at least one city with a population between 2,500 and 10,000, and (c) at least one city with a population between 10,000 and 25,000. In addition it contains a typical urban center, with hospitals, branch offices of state and federal agencies, and an institution of higher learning. The area is represented by various ethnic groups, and a diversified economic base, with dry-land and irrigated agriculture, petroleum production, and considerable manufacturing and industrial activity. Moreover, the area has experienced varying degrees of success with community action programs.

Method of Analysis

Different analyses were required to determine the extent of poverty in the study area and to determine the attitudes of area leaders with respect to the desirability of making a concerted effort to eliminate the poverty which exists. A statistical analysis sufficed to determine the extent of poverty, and to determine the factors relating to poverty in the area. To determine attitudes, a survey was required. In this case, a mail-interview was used, supplemented by personal interviews.

Three types of questionnaires were constructed, to obtain three types of information. First, a survey was conducted to determine the current attitudes of area leaders. The results of the survey determined the degree of political liberalism or conservatism which existed in the study area, and the extent to which extreme views were concentrated in the area. For this purpose an existing questionnaire was used as a guide (itself the result of the synthesis of existing questionnaires). /Johnson and Davis, "Test Your Political Beliefs," NATION'S BUSINESS, Sept., 1964, pp. 34-36/

Recipients of this questionnaire included the following: county judges, county attorneys, county commissioners, mayors, city managers, bank presidents, bar association presidents, medical association presidents, Chamber of Commerce presidents, Chamber of Commerce managers, ministers, sheriffs, police chiefs, United Fund presidents, Democratic Party county chairmen, county agricultural agents, county school superintendents, and city school superintendents. It was believed that collectively these individuals comprised the effective power structure in their respective areas.

The second type of survey was designed to determine the need for specific services, and the extent of services currently being provided. Questionnaires were sent relating to legal services, educational services, and medical services. In addition, a questionnaire was sent relating specifically to the youth of the area. In this questionnaire the extent of juvenile delinquency and the public provision for recreation and employment was being surveyed.

The third type of questionnaire was designed to determine general information on the part of these leaders. This questionnaire attempted to determine the problems existent in the area, whether local resources were sufficient to the task of eliminating the problems, whether additional resources could be obtained, and whether the area had a functioning planning body.

These questionnaires were constructed by the project staff and consultants, and were circulated to colleagues for review prior to being mailed to the recipients. In addition, prior to the time the questionnaires were sent, meetings were held in Lubbock, Levelland, Crosbyton and Lamesa, at which the study was explained to area leaders and interested persons. These meetings were well-attended, and numerous suggestions were offered. Advice was also obtained in other subsequent meetings with these persons, and with state and federal officials. These meetings have been held throughout the study, in Lubbock and in Austin.

The statistical analysis involved the description of social and economic variables and the determination of their interrelations. In many cases the data were reduced by various descriptive programs. When possible and desirable, a special type of statistical analysis, known as principal components analysis, was undertaken.

Principal components analysis is designed to determine the factors which most closely relate to the dependent variable under consideration, in this case the incidence of poverty. In this type of analysis, a multiple correlation matrix is constructed, and in succession the factors causing the least reduction in the coefficient of multiple correlation are removed. The order of removal determines the importance of the factors, the least important being removed first.

Data were collected for family income, educational attainment of adults, school enrollment of children, occupation, means of transportation to work and availability of private transportation facilities, minority group concentration, and certain housing conditions. The data represented various social and economic variables, but were not mutually exclusive. Indeed, most data utilized by social scientists are interdependent.

These data displayed severe inadequacies, which caused many of the statistical operations to be eliminated. First, the data were not sufficiently disaggregated. For example, the Bureau of the Census reports data by census tract only for the areas classified as Standard Metropolitan Statistical Areas (S.M.S.A.). In the study area only Lubbock County is so classified. Since the incidence of poverty depends on the distribution of income within an area, the reporting of income for an area as large as a county is insufficient to allow poverty to be identified and measured in the area.

A second data inadequacy related to the infrequency of data collection. National decennial census data are the only data available in many cases, but these are reported at ten-year intervals, and then only with considerable delay. It was assumed by the project staff that this inadequacy could be overcome by the utilization of data provided by the state agencies. Discussions with the research staff of several of the agencies yielded the following conclusions, however: that the data are not available in useable form or that the agencies are not willing to provide the data.

A third data inadequacy related to the intercensal inconsistency of data collection and reporting. The categories into which data are placed have changed over time, making any time series analysis difficult. The exceptional case was the data collection system of the Texas Highway Department, whose data were readily provided and easily adapted for processing by the electronic equipment.

Moreover, the data processing equipment was insufficient to the task of processing the data. The size of the matrices and the length of the data units, when written for double-precision accuracy, combined to overextend the capacity of the computers. Hence, erroneous results were obtained, and means had to be found to reduce the data prior to processing. Furthermore, the size of the matrices was reduced.

The realization that the utilization of available data for the statistical testing of variables relating to poverty involved many hazards, and would likely lead to misleading inferences, induced the development of a questionnaire which would yield meaningful data, on which analyses of the problems of poverty could be based. This questionnaire, basically an abbreviated form of the Bureau of the Census questionnaire, was tested in Plainview. The results of that test indicate that supreme benefit can be realized by its application on a random sample basis to the study area. Moreover, the questionnaire can be applied to other areas as well. In the future it can be utilized to develop meaningful plans, now considered essential by the O.E.O.

The extent of poverty can be determined, and the success of the anti-poverty effort can be measured, by the continued use of the questionnaire at regular periods. Moreover, the types of projects to be sought and their extent can be determined, as well as probable costs of the projects and the benefits to be derived from them.

The method of drawing the sample and the computer programs necessary to process the data have been developed. The utilization of these processes by anti-poverty officials is welcomed.

In order to provide a mechanism by which the results of the study could be conveyed to officials in the area, and in order to provide the project staff with the benefit of the advice of area leaders, an advisory committee was established. This committee has no official status, and its membership has changed. The committee was formally convened in October, 1967, and in February, 1968. However, a constant dialogue has been maintained between the project staff and individual members of the committee, and the progress of the study has been reported to the committee by mail.

The final task of the project staff, the structuring of a regional organization, was delayed and altered considerably by the timing of events in Washington, D. C. A preliminary draft of the report had been completed, with a recommended organizational structure for the regional organization, its by-laws and means of finance, when the Economic Opportunity Amendments of 1967 became law on December 23, 1967.

The changes in the legislation were interpreted by the O.E.O. on February 20, 1968. The project staff received the interpretations at that time (although as many questions were raised as were resolved), and began further deliberations. Local leaders were consulted, as were community action agency officials and state officials.

With conflicting position papers still being written by the Governors' Conference, the national office of the O.E.O., the states, existing CAAs and local authorities, any recommendations of the project staff were therefore based on highly problematic assumptions regarding the meaning of the Economic Opportunity Amendments of 1967.

The organizational structure of the regional association was constructed, and was formalized by a set of by-laws, by the staff and the project consultants. The context within which the staff and consultants operated was determined by the results of the questionnaire survey (giving ideological constraints) and (given the above qualifications) by the constitutional and statutory constraints imposed by federal and state law.

FINDINGS

Introduction

In general, those findings based on mail and personal interviews are reliable. Those findings based on statistical operations performed on published data suffer from the inadequacies of the data. However, the findings are not inconsistent with those of other researchers.

The questionnaires from which information has been taken are listed in an appendix, as are the computer programs necessary to process the published data used in the study.

These findings are the conclusions of the project staff, primarily of the director, the statistician, the programmer and the legal and managerial consultants. They are tentative, pending the development of more adequate research methods and tools.

Results of the Attitude Survey

Part A of the questionnaire ("Survey of Current Attitudes") was sent to 316 individuals in the study area. Of these, 135 (42.7%) were returned. For a mail-questionnaire, this response is unusually high, explained in part by the prior knowledge of the study obtained by the recipients of the questionnaire during meetings held in various cities in the study area.

It was hoped that the recipients of this part of the questionnaire would represent a cross-section of the "power structure" of the area, that is, those individuals whose decisions are binding on the population as a whole. For the most part, this effort was successful. However, there was one conspicuous lack of success. The Texas Farm Bureau would not permit the release of the names and addresses of its representatives in the study area without approving the questionnaire in advance. Since this was considered an abridgement of the obligation of the project staff to maintain independence, professional integrity and impartiality, Farm Bureau officials were not included in the list of questionnaire recipients.

Respondents were not required to identify themselves, but could if they so desired. From the post marks on reply letters, from other parts of the questionnaire returned, and from voluntary identifications, the area and occupation of all but 18 respondents were determined. The questionnaires were tabulated according to the following system of classifying responses: to each response "a" a value of -2 was assigned; to each response "b" a value of -1; to each response "c" a value of +1; to each response "d" a value of +2. When more than one response was marked, or when no response was marked, a value of zero was assigned. This system was made possible by the arrangement of responses from most conservative in orientation to most liberal, response "a" being the most conservative.

The mean response to the 24 questions on the questionnaire was determined for each respondent. These were categorized and tabulated. As can be seen by an examination of Table II, the frequency distribution resembled the normal distribution. The mean response of -.2179 indicated that in general the political attitude was slightly conservative.

TABLE II

FREQUENCY DISTRIBUTION TO PART A OF QUESTIONNAIRE

Category	Frequency of Response	Range of Category
1	1	-2.0 to -1.5
2	11	-1.5 to -1.0
3	35	-1.0 to -0.5
4	35	-0.5 to 0.0
5	33	0.0 to +0.5
6	13	+0.5 to +1.0
7	7	+1.0 to +1.5
8	0	+1.5 to +2.0
TOTAL	135	

Source: Questionnaire data.

There was, however, considerable variation in the mean response by occupation. (With a mean response of -.2179, the standard deviation was 1.352.) Those individuals involved directly in the political process tended to be more liberal than the area as a whole. Those professionals engaged in teaching, medicine and the law tended to be the most liberal of all. (See Table III.)

Basically, the "politicians," the mayors, county judges, and county Democratic chairmen, appeared to be "middle-of-the-road" in orientation, with mean responses of -.06944, -.05682 and .05952, respectively. This can be interpreted to mean that these individuals are aware of the existence of and problems caused by poverty, and would respond to a stimulus in the direction of eliminating poverty, if the programs were designed with considerable local participation.

Since only those with a positive value for the mean response can be considered "liberal," it is evident that these individuals are the professionals. Perhaps this reflects their more extensive training. Perhaps it reflects their closeness to the problems of the people of the area. In any case, this liberal response is of interest since, to be successful, any anti-poverty effort in this area will require the expertise of these individuals. When combined with the moderate response of the politicians, one can conclude that the war against poverty has a high probability of success, if funding by O.E.O. does not inhibit local participation and decision-making.

TABLE III

MEAN RESPONSE TO PART A OF QUESTIONNAIRE BY OCCUPATION

Rank	Mean Response	Occupation
1	-.8194	Newspaper Editor
2	-.4861	Chamber of Commerce Manager
3	-.3810	Bank President
4	-.3646	County Commissioner
5	-.3356	Sheriff
6	-.2986	County Attorney
7	-.2836	Miscellaneous (not categorized)
8	-.2708	County Agricultural Agent
9	-.1667	Chamber of Commerce President
10	-.1458	United Fund President
11	-.1250	City Manager
12	-.1111	Police Chief
13	-.06944	Mayor
14	-.05682	County Judge
15	.05952	Democratic County Chairman
16	.1042	County School Superintendent
17	.1250	Classroom Teachers' Representative
18	.1458	Medical Association President
19	.4375	Bar Association President

Source: Questionnaire data.

Results of the Educational Services Questionnaire

Five questionnaires were received, three from teachers and two from county school superintendents. All agreed that one's income should be the determining factor regarding eligibility for special educational programs, but the opinions regarding the precise amount of income separating the eligible from the ineligible varied considerably. Moreover, all agreed that most remedial educational acitvity was conducted within the public school system, and that this activity was extremely limited in scope. All agreed that expanded programs were necessary.

All supported the concept of a multi-county educational services program. Of the two administrative approaches suggested as alternatives by the questionnaire, all supported the approach which left basic responsibility for decision-making at the local level: that each county should have an advisory committee which would select a representative to a multi-county governing board. The suggested composition of the county advisory board varied, but basically each respondent advised the inclusion of teachers (for some, teachers should constitute a majority of the board), school administrators, county officials, impoverished persons, and college professors of education.

None was familiar with the ways in which his county could contribute to a multi-county educational services program, but most believed that at a minimum his county could provide classroom space, and equipment when available. However, to a great extent equipment currently is insufficient even for regular activities.

It was suggested that the most basic problem facing the impoverished individuals is their lack of basic reading and writing skills. This ranked highest by far in the opinion of the respondents.

These observations have been supported by other educators in interviews with members of the project staff. Indeed, the need for basic literacy training for all Americans has been demonstrated by many researchers.

Results of the Medical Services Questionnaire

Five extremely complete and informative questionnaires were received, all from medical doctors in private practice in the study area. All agreed that size of income stream should determine the eligibility of a person to receive public medical attention. Most believed that this should be the only criterion.

The respondents were asked to evaluate the effectiveness of the following health services (if existent): blood donor services, personal hygiene education, birth control education, hospitalization of the indigent, mental health facilities, sex education, availability of health literature, health centers, and health inspectors. Only one physician, from a city with abundant facilities, stated that existing facilities were adequate in most respects. One physician stated that none of the facilities were available to the indigent. For the remainder, the severe inadequacies were in the areas of birth control education, sex education, and hospitalization facilities. All agreed that the vast majority of services were provided by private practitioners on a voluntary basis, but that this process only served to prevent the situation from deteriorating.

The respondents were also asked to indicate areas in which the poor have specific medical problems. The response here indicated that the most severe problems related to respiratory and circulatory ailments. A few indicated that unsanitary living conditions were contributory, however.

Only one physician favored a multi-county medical services program, and no physician favored a multi-county mobile unit, with a full-time professional staff. Instead, as an alternative, most favored more realistic criteria for eligibility for locally-oriented services. Despite this reluctance to support a multi-county medical services program, the respondents would prefer a less centralized program if one were instituted.

Specifically, they would prefer that each county have an advisory board, with one representative from each county appointed to the multi-county board. The suggested composition of the local board would be approximately 50% physicians, 25% other medical personnel (nurses, hospital administrators, or county health officials), and 25% business men, members of the clergy, or the poor. Some felt that for maximum feasible participation (and financial support), local political leaders should be represented.

When asked to indicate the potential contributions of their county to a multi-county unit, they were extremely pessimistic. Two of the individuals indicated that the prevailing attitude was one of complete apathy. Some indicated that private contributions would be of dubious value. However, they indicated the potential for serving the poor if a regional medical school were established in the area.

Results of the Legal Services Questionnaire

The legal services questionnaire was sent to county judges, county attorneys, and bar association presidents in the study area. Twenty-five questionnaires were returned, representing seventeen of the nineteen counties in the study area. In addition, information was obtained through various conferences with individuals in the study area.

The respondents did not agree upon a suitable criterion for determining the eligibility of an individual to receive legal services without cost to him. However, there was considerable agreement regarding the need to establish a legal services office in the area: most classified current services to the poor as inadequate, or, when considered adequate, indicated that some improvement was still needed.

Respondents indicated that the poor in the study area have problems in all of the following areas: domestic relations, juvenile problems, labor relations problems, petty criminal matters (grand criminal matters being adequately covered by a provision in the Texas Code of Criminal Procedure which requires a court to appoint an attorney for every impoverished person), consumer education, tax matters, housing and real estate matters, financial counseling, and education about civil rights and responsibilities.

Although most respondents indicated that legal assistance was needed for the indigent, they also stated that the amount of time local attorneys could contribute was inconsequential for this purpose. Moreover, they indicated that, with the exception of Lubbock County, the number of indigent in any county would not justify the placing of a full-time attorney in each county.

For the most part legal advice in this area has been informally provided by the local sheriff or minister. However, there are three more formal means of legal assistance available to the poor. In most counties, attorneys will serve the poor with their fee collected on the basis of deferred-payment. This system is flexible, and varies with the situation.

Secondly, in Lamesa there is an organized referral service. Thirdly, in Lubbock County the local bar association and the United Fund have organized a legal aid society. However, the scope of function of this organization is extremely limited, and can cover only a few of the legal services needs of the poor.

All respondents (and those interviewed personally) agreed that the low population density would prohibit the formation of a local legal aid society in most counties. Most agreed that there should be established a multi-county organization affiliated with a regional action association of the Office of Economic Opportunity.

Results of the Law Enforcement Questionnaire

This questionnaire was answered by 26 persons. The respondents were mayors, county attorneys, sheriffs, police chiefs and newspaper editors. They were asked to compare the incidence of juvenile delinquency and juvenile crime in their area with other areas and with the past, and were asked to predict whether these conditions could be expected to improve.

Only one person stated that the incidences were greater in his area than in comparable areas, while 11 stated that the incidences were approximately the same, and 14 stated that the incidences were smaller in magnitude. Fourteen persons said that conditions were approximately the same as in 1960, while six persons thought that conditions had improved since 1960, and six persons thought that conditions had deteriorated since 1960. However, only one person thought that, given current conditions, juvenile delinquency and juvenile crime would decrease in the future. Eleven thought that they would increase, and fourteen thought that conditions would remain about the same.

Regarding the status of the families from which the offenders came, fifteen thought that most offenders came from low income families, seven thought most came from average income families, and four thought most came from high income families. In addition, an additional seven persons believed that persons from low income families constituted the second most important class of offenders.

These considerations lead to the conclusion that, while juvenile crime and delinquency have not been pressing problems, they will increase in importance. Furthermore, the majority of respondents indicated that the elimination of poverty would improve the situation.

Sixteen of twenty-one respondents believed additional recreational programs would significantly decrease the incidence of juvenile delinquency. However, recreational facilities for these programs generally are not now available.

Regarding part-time employment of school-age individuals, fifteen of twenty-two respondents stated that part-time employment is generally not available to high school students, and sixteen of twenty-one respondents believed that employment is not available to persons of high-school age who are not in school.

The lack of adequate recreational facilities and the unavailability of employment contribute to the conclusion that juvenile delinquency and crime can be expected to increase in the future. The problem exists in urban as well as in rural areas.

Results of the General Information Questionnaire

This questionnaire was sent to the same group of individuals as the current attitude survey. It was designed to determine the relative seriousness of problems in the study area, the extent to which current tax revenues were sufficient to eliminate the problems, whether other sources of revenue were available, and whether long-range planning has been undertaken to attack social problems on a coordinated basis.

The respondents were asked to rank the current social problems. To a certain extent, all social problems are interrelated, and hence the process of separating them was difficult. The categories were (a) crime and/or juvenile delinquency, (b) deteriorating and/or inadequate streets and highways, (c) inadequate educational system, (d) elimination of poverty, (e) urban renewal and slum clearance, (f) slow economic growth, (g) insufficient employment opportunities, and (h) inadequate water supply. Only two of 134 respondents listed the elimination of poverty as the major problem facing the area. By contrast, 20 individuals stated that an inadequate water supply was the major problem. Furthermore, only 7 persons stated that the anti-poverty effort was second in importance, 18 believed it ranked third, and 20 believed it ranked fourth. Hence, it may be assumed that the problems of the poor are not frequently considered by decision-makers in the area, and that any successful anti-poverty effort must be preceded by an extensive process of informing the leaders of the area of the consequences of continued poverty.

Only 56 persons thought that current taxes were sufficient to eliminate the problems of the area. However, nearly all respondents believed additional revenues could be obtained: 30 stated that the tax base could be increased, 16 stated that the tax rates could be increased, and 32 stated that both the tax base and tax rate could be increased. Of the 35 persons who recommended the utilization of new taxes, 25 recommended new sales taxes, while isolated individuals recommended liquor taxes, utilities taxes and other user taxes, and new types of property tax. Several individuals stressed that existing tax revenues could be increased in a real sense by the realization of economies in government through more efficient operation.

As a supplement to tax revenues, 78 persons stated that bond issues were desirable, 46 favored state grants, and 53 favored federal grants, while only 24 individuals believed that private contributions were possible and only 27 thought that revenue could be obtained through the operation of public enterprises (i.e., golf courses, swimming pools, etc.).

When asked if community problems could be eliminated when tax revenues and all alternative revenues were considered, 70 stated in the affirmative with regard to problems at the county level, while only 46 stated in the affirmative with regard to problems unique to the cities.

The respondents were asked to identify and describe the planning body in their area. Except in Lubbock county, no multi-purpose, long-range planning body exists. However, certain planning functions specific to particular state agencies are existent, and this developmental process is expanding at the present time. For example, educational services planning is being undertaken, as is long-range manpower planning, but these are largely uncoordinated.

This lack of a planning function constitutes a significant shortcoming in the effort to improve communities and the health and welfare of their citizens, since planning is rightly regarded as the first step toward the resolution of community problems. At the present time, in many communities planning is considered to be a luxury which cannot be afforded. In fact, it is a necessity which cannot be overlooked.

Results of the Statistical Analysis for the Lubbock S.M.S.A.

Data were collected for several socio-economic variables for 24 of the 25 Census tracts in the Lubbock Standard Metropolitan Statistical Area, and for each of the 19 counties in the study area. In many instances the data for divisions within a county (i.e., for towns or for rural areas) were incomplete or were inconsistently reported. Hence, only data for whole counties were processed.

To facilitate processing, data were stored in the form of percentages, rather than in raw form. Data were processed for income, education, race, employment and housing.

Since disaggregated data are better suited to a study of poverty than aggregated data, the results of the analysis performed upon the Lubbock S.M.S.A. data are more revealing than the results of the analysis of the 19-county area. All results are meaningful, however.

For this study the incidence of poverty is defined to be the percentage of persons living in families in which the annual family income is less than $3,000. This is a very rough approximation, since no correction is made for family size, value of net assets, or location of residence in an urban or rural area. However, a more refined definition is not useable for the purpose here, since other data cannot be as precisely collected. (For a more realistic definition of poverty, see Mollie Orshansky, "Counting the Poor: Another Look at the Poverty Profile," SOCIAL SECURITY BULLETIN, Jan., 1965, pp. 3-29.)

Two education variables were used: school enrollment and educational attainment. These variables were used to test the hypothesis that there exists a defined relationship between the incidence of poverty and low educational standards. The percentage of persons under 19 years of age enrolled in elementary and high school was calculated for each census tract, and the percentage of those persons aged 25 years and over with 8 years or less of formal education was calculated for each census tract.

The racial composition of the areas was determined by calculating the percentage of Negroes and those with Spanish surname in each area. This was done to test the hypothesis that there exists a significant relationship between the incidence of poverty and race.

Three variables relating to employment were used: the male unemployment rate, the occupational classification of workers, and the means of transportation to work. These were collected to test the hypotheses that the incidence of poverty is related to regularity of employment, to unskilled occupations, and to immobility because no private means of transportation to work are available.

Data were collected on the male unemployment rate by census tract, on the percentage of workers classified as laborers or service workers (for male workers only), and on the percentage of workers who either walked to work or rode a bus.

Data were collected for four housing variables: condition of the housing unit, type of heating equipment, occupant density per unit, and availability of automobiles. These were collected to test the hypothesis that the incidence of poverty is related to poor conditions of housing. While it is generally believed that racial discrimination, poor education and lack of skills contribute to poverty, it is useful to determine whether poverty in turn causes inadequate living conditions, which tend to perpetuate the existence of poverty. In reality, the relationships probably are interdependent, and all contribute to the existence of the "vicious circle of poverty."

For each census tract data were collected on the percentage of dilapidated houses, on the percentage of houses heated without a flue or not heated at all, on the percentage of houses in which there were 1.01 or more persons per room, and on the percentage of houses in which there was no automobile available to the occupants.

Linear correlation coefficients were calculated for each pair of variables. In general, a coefficient of .70 or more can be considered significant. From Table IV it can be seen that all variables correlated with income, and that the correlations were extremely high for some of the variables. Both low educational attainment and lack of skills correlated highly with the incidence of poverty, with coefficients of correlation of .821 and .816, respectively. Moreover, the correlation between educational attainment and lack of skills was high (.883). This indicated that perhaps the lack of education has been the crucial factor contributing to the continued existence of poverty.

Race and income were highly correlated, with a coefficient of .718, but this does not necessarily demonstrate overt discrimination, since race and low educational attainment also were highly correlated (.829). This

TABLE IV

LINEAR CORRELATIONS: LUBBOCK S.M.S.A.

	1	2	3	4	5	6	7	8	9	10	11
1	1.00	-.512	.821	.718	.759	.816	.637	.728	.878	.728	.778
2	-.512	1.00	-.646	-.414	-.552	-.528	-.388	-.421	-.642	-.563	-.449
3	.821	-.646	1.00	.829	.715	.883	.439	.794	.830	.967	.580
4	.718	-.414	.829	1.00	.601	.970	.677	.949	.669	.882	.679
5	.759	-.552	.715	.601	1.00	.717	.640	.650	.749	.643	.792
6	.816	-.528	.883	.970	.717	1.00	.741	.937	.783	.900	.768
7	.637	-.388	.439	.677	.640	.741	1.00	.681	.607	.437	.888
8	.728	-.421	.794	.949	.650	.937	.681	1.00	.696	.856	.666
9	.878	-.642	.830	.669	.749	.783	.607	.696	1.00	.764	.697
10	.728	-.563	.967	.882	.643	.900	.437	.856	.764	1.00	.518
11	.778	-.449	.580	.679	.792	.768	.888	.666	.697	.518	1.00

Variable Description

1------------------------------Income
2------------------------------School Enrollment
3------------------------------Educational Attainment
4------------------------------Racial Composition
5------------------------------Unemployment Rate
6------------------------------Occupation
7------------------------------Transportation to Work
8------------------------------Condition of Housing Unit
9------------------------------Heating Facilities
10------------------------------Occupant Density
11------------------------------Private Transportation

Source: Calculated from 1960 U. S. Census of Population data.

was further indicated by the correlation between race and unskilled occupation (.970). Regardless of the cause-effect relationship, it could be demonstrated that the poor were predominantly black and Latin American, and that their living conditions were the very worst (the correlation between race and inadequate housing was .949).

An examination of Table IV will reveal many of the relationships among the variables, but it will not reveal which of the variables related most closely to the incidence of poverty when all are considered together. That is, it will not reveal the amount of the variation in income distribution suppressed by any particular variable. To determine this a technique other than simple regression analysis is required. In this study the statistical technique of principal components analysis was utilized.

In this analysis multiple correlations are calculated between income and all other variables. The coefficient of multiple correlation is calculated (R^2) to determine the percentage of variation in income explained by the variables included in the calculations. Then one variable at a time is removed from consideration, and the variable causing the least diminution of the R^2 is eliminated from subsequent calculations. In this manner the least important variables are removed first, and the order of removal determines the relative importance of each variable in explaining the variation of income.

As can be seen from Table V, the most important variable in this analysis was educational attainment (last-removed, with R^2=.674). This led to the conclusion that the anti-poverty effort should be initiated with a concentrated effort to achieve universal literacy. Hence, programs of adult basic education should be primary. The order of removal of the remaining variables is indicated in Table V.

Results of the Statistical Analysis for the 19-County Study Area

Basically the same data were used for these calculations as for the calculations for the Lubbock S.M.S.A. Since data for all the variables were not available for cities and rural areas within each county, no comparisons could be made to determine the relationships by size of place. Hence, only county data were used.

As shown in Table VI, the correlations in each instance were lower for the county data than for the Lubbock S.M.S.A. data. Much useful information was destroyed in the process of aggregating the basic Census data. Still, the relationship between the incidence of poverty and low educational attainment was demonstrated, although the coefficient was much lower than that obtained from the Lubbock data. Other relationships were not evident, however.

The principal conclusion to be drawn from this part of the analysis is that available data in most instances, whether supplied by state and federal agencies, or whether compiled from annual reports of existing

TABLE V

PRINCIPAL COMPONENTS ANALYSIS: LUBBOCK S.M.S.A.

Order of Removal	Variable	Multivariate Correlation		Bivariate Correlation	
		R	R^2	r	r^2
1	Transportation to Work	.962	.925	.637	.406
2	Occupation	.960	.922	.816	.666
3	Racial Composition	.959	.920	.718	.516
4	Unemployment Rate	.958	.918	.759	.576
5	Private Transportation	.954	.910	.778	.605
6	School Enrollment	.943	.889	-.512	.262
7	Heating Facilities	.922	.850	.878	.771
8	Condition of Housing Unit	.861	.741	.728	.530
9	Occupant Density	.821	.674	.728	.530
10	Educational Attainment	0	0	.821	.674

Source: Calculated from *1960 U. S. Census of Population* data.

TABLE VI

LINEAR CORRELATIONS: 19-COUNTY STUDY AREA

	1	2	3	4	5	6	7	8	9	10	11
1	1.00	.436	.574	-.0234	.212	.134	.445	.0723	.716	-.430	.521
2	.436	1.00	-.178	-.638	-.241	-.226	-.210	-.136	.447	-.660	.298
3	.574	-.178	1.00	.698	.432	.549	.312	.506	.616	.325	-.0942
4	-.0234	-.638	.698	1.00	.572	.567	-.0235	.625	.103	.684	-.434
5	.212	-.241	.432	.572	1.00	.312	-.0756	.480	.0515	.233	-.241
6	.134	-.226	.549	.567	.312	1.00	-.168	.284	.242	.324	-.441
7	.445	-.210	.312	-.0235	-.0756	-.168	1.00	-.300	.144	-.126	.619
8	.0723	-.136	.506	.625	.480	.284	-.300	1.00	.423	.355	-.342
9	.716	.447	.616	.103	.0515	.242	.144	.423	1.00	-.337	.259
10	-.430	-.660	.325	.684	.233	.324	-.126	.355	-.337	1.00	-.548
11	.521	.298	-.0942	-.434	-.241	-.441	.619	-.342	.259	-.548	1.00

Variable	Description
1	Income
2	School Enrollment
3	Educational Attainment
4	Racial Composition
5	Unemployment Rate
6	Occupation
7	Transportation to Work
8	Condition of Housing Unit
9	Heating Facilities
10	Occupant Density
11	Private Transportation

Source: Calculated from *1960 U. S. Census of Population* data.

agencies, are inadequate to determine the extent of poverty, and are inadequate to determine the interrelationships between poverty and other socio-economic variables.

The principal components analysis revealed that the most important variables were the same for the Lubbock analysis and the 19-county analysis (educational attainment and occupant density), but that much less of the variation of income could be explained. This is shown by Table VII.

A comparison of Tables IV and VI and a comparison of Tables V and VII illustrate the improved relationships when more disaggregated data were used. For the Lubbock data, the most important variable accounted for 67.4% of the variation in income distribution, while only 32.9% of the variation was explained by the most important variable for the 19-county data.

TABLE VII

PRINCIPAL COMPONENTS ANALYSIS: 19-COUNTY STUDY AREA

		Multivariate Correlation		Bivariate Correlation	
Order of Removal	Variable	R	R^2	r	r^2
1	Condition of Housing Unit	.947	.896	.0723	.00523
2	Transportation to Work	.947	.896	.445	.198
3	Occupation	.944	.892	.134	.0181
4	Heating Facilities	.942	.887	.716	.513
5	Racial Composition	.936	.876	-.0234	.000547
6	Unemployment Rate	.928	.861	.213	.0452
7	School Enrollment	.907	.823	.437	.191
8	Private Transportation	.868	.754	.521	.272
9	Occupant Density	.574	.329	-.430	.185
10	Educational Attainment	0.0	0.0	.574	.329

Source: Calculated from *1960 U. S. Census of Population* data.

Results of the Plainview Survey

A census was taken in Plainview, based upon a questionnaire developed from the forms of the Bureau of the Census. From a total of 7,220 houses in Plainview a 17.5% sample (1,264) was drawn on the basis of a random number generator developed by the project statistician. Of the 1,264 questionnaires distributed to canvassers in Plainview, 435 (34.4%) were returned. However, the percentage response varied considerably by geographic area within the city, and hence no reliable inferences can be drawn from the sample with respect to the city as a whole. In part this can be explained, since volunteer canvassers obtained responses in the lower income and middle income areas of the city first, and only later canvassed the higher income areas.

The response from each of the lower income areas approximated 50% of the goal, and it is to this area of the city that the following analysis is directed. In this area the incidence of poverty was more than 40%, while in other areas the incidence was less than 20%. For purposes of immediate planning by the officials of Plainview and by the Central Plains Community Action program there, the following analysis is relevant. As a guide to future endeavors in this direction, it should be useful.

Responses were received from 278 persons in these areas, and in 116 (41.7%) of the instances the level of family income was sufficiently low to include the individuals in the poverty category. Summary judgments regarding the characteristics of these individuals were possible, based on the data contained in the questionnaires. Some of the conclusions formed on the basis of inspection of the responses are

(1) that many of the poor lived in broken homes (in 45 instances (38.8%) the wife no longer lived in the home);
(2) that the incidence of poverty was not confined to the minority groups (33 or 28.4% were white with Spanish surname, 54 or 46.6% were white without Spanish surname, and 22 or 19.0% were Negro);
(3) that the poor were extremely immobile, despite the disadvantaged status they possessed (97 or 83.6% lived in the same county in 1962 as in 1967);
(4) that the poor were extremely uneducated (59 or 50.9% had received a sixth grade education or less);
(5) that many were poor despite the possession of a full-time job (34 or 29.3% worked full-time during 1967);
(6) that most of the poor were able to work only part-time (65 or 56.0% worked less than 39 weeks in 1967);
(7) that for most of the poor wages were the only source of income (for 77 or 66.4% no other source of income was available, and for 86 or 74.1% either no other income was available or such additional income was less than $500);
(8) that the poor were primarily property owners (72 or 62.1% either owned their own homes or were buying them);
(9) that most of the poor lived in relatively old homes (71 or 61.2% lived in homes built prior to 1955);
(10) that despite larger families, the size of houses was relatively small (80 or 69.0% lived in houses with four rooms or less);

(11) that water facilities for the poor were inadequate (21 or 18.1% had no hot water facilities);

(12) that heating facilities for the poor were inadequate (64 or 55.1% either were not heated or were heated by a means other than steam, hot water, warm air, wall heater, floor heater or built-in electric);

(13) that the poor were immobile because of the lack of private transportation facilities (34 or 29.3% had no automobile);

(14) that for the most part the poor would welcome the opportunity to obtain the additional training required to secure a better job (38 or 32.8% stated that they would enroll in a skill development course if one were available);

(15) that the poor were reasonably content with their status (37 or 31.9% stated that they disagreed with the statement that the people of Plainview are doing enough to eliminate poverty and improve the community);

(16) that on an individual basis the poor were willing to assist in the effort to improve the community (36 or 31.0% stated that they would be willing to work in a neighborhood center as much as one hour per day).

This type of survey can contribute even more to an understanding of the nature and causes of poverty, and can suggest projects to improve living conditions. This is possible by an examination of the responses to individual questions on the questionnaire, and by an examination which cross-tabulates responses to specific questions. For example, the occupational distribution of the poor can be determined by an examination of question 12 on the questionnaire (Table VIII).

This table indicates that the poor in Plainview were concentrated in those occupations classified as unskilled, and were conspicuously absent from those occupations classified as skilled. On the basis of this information, and other available information, community action officials can construct retraining plans, and submit applications for funding.

The conclusions drawn in this section constitute only a small fraction of the information which it is possible to obtain from such a survey. Proper utilization of the survey (i.e., proper canvassing and processing of data) can form the basis of decisions of far-reaching importance.

TABLE VIII

OCCUPATIONAL DISTRIBUTION OF THE POOR IN PLAINVIEW, TEXAS

Category	Description	Number	Percent
1	No occupation	30	25.9
2	Farm laborers and farm foremen	19	16.4
3	Laborers except farm	25	21.6
4	Private household workers	4	3.4
5	Service workers, except private household	8	6.9
6	Operatives and kindred workers	3	2.6
7	Craftsmen, foremen, and kindred workers	7	6.0
8	Sales workers	2	1.7
9	Clerical and kindred workers	4	3.4
10	Managers, officials and proprietors	3	2.6
11	Professional, technical and kindred workers	0	0.0
	TOTAL RESPONSE	105	90.5
	ALLOCATION FOR NONRESPONSE	11	9.5
	TOTAL	116	100.0

Source: Tabulated from survey data.

CONCLUSIONS AND RECOMMENDATIONS

Introduction

In this chapter an attempt will be made to substantiate the conclusions drawn earlier. In addition, new conclusions will be drawn and supported. Many of the questions posed by this inquiry must remain unanswered, however. In certain instances no data were available on which to base a judgment. In other cases the data were either too incomplete or of too low a quality to warrant firm conclusions.

In general, these conclusions and recommendations represent the collective judgment of the project staff and consultants. In particular, decisions relating to legal matters, i.e., to legal services projects and to the construction of by-laws, were made sound by the advice of the Legal Consultant. Decisions regarding the scope and function of the recommended regional organization were made with the advice of the Management Consultant. Moreover, officials of existing anti-poverty agencies, representatives of the Texas Office of Economic Opportunity, and political leaders of the area assisted in the determination of the basic nature of the regional organization. Much of the preliminary planning of the project was undertaken by the Economic Consultant, and his judgments and research experience influenced most aspects of the study. The quantitative aspects of the study were finely developed by the Statistician and Programmer on the project staff.

The sections below will evaluate the conclusions individually. Then, the structure and functions of the regional organization will be explained.

Inadequacy of Private Charitable Groups in the War Against Poverty

This study concludes that private charitable organizations are totally inadequate to the task of eliminating poverty. Therefore, public organizations must take the initiative if any substantial measure of success is to be achieved.

The service organizations in 119 cities and towns in the study area were identified. In 111 of these cities and towns the public service function was performed entirely by the churches, the schools and the local government units. In several of the cities the American Red Cross had offices; a few local service leagues existed; the United Fund operated in a few of the cities; a few special-function service groups existed (e.g., Alcoholics Anonymous).

A simple illustration will demonstrate the validity of this conclusion. It may properly be assumed that the United Fund represents the single most important source of private charity in the area. Moreover, it may be assumed that the United Fund of Lubbock is one of the more successful. If it can be shown that the United Fund of Lubbock has been unable to meet its announced goals, then it seems reasonable to conclude that other groups have been similarly inadequately prepared to serve the public at large, and the poor, particularly. Table IX illustrates the inability of the United Fund of Lubbock to meet its goal.

TABLE IX

CONTRIBUTIONS TO THE UNITED FUND OF LUBBOCK: 1960-1966

Year	Population	County Income	United Fund Goal	Goal as a % of Income	Goal Per Capita
1960	156,000	$276,000,000	$357,000	.13%	$2.29
1961	161,000	316,000,000	377,000	.12	2.34
1962	166,000	336,000,000	433,000	.13	2.61
1963	171,000	358,000,000	488,000	.14	2.85
1964	177,000	381,000,000	520,000	.14	2.94
1965	181,000	411,000,000	527,000	.13	2.91
1966	184,000	436,000,000	550,000	.13	2.99

Source: Calculated from data provided by the United Fund of Lubbock, and from data contained in Sales Management and in the Texas Almanac.

It is widely stated by officials of the United Fund that a contribution of between 1% and 2% of one's income constitutes a "fair share" contribution. Hence, it may be assumed for the purposes here that a contribution of 1½% of income constitutes a "fair share" contribution. It is easily seen that contributions to the United Fund of Lubbock for the past several years have averaged less than one-tenth of the "fair share" contribution. Since this condition has persisted, it seems reasonable to conclude that officials of the United Fund realize that they will be unable to collect an amount approximating the "fair share" contribution.

An alternative method of stating this conclusion is presented in the last column of Table IX. Here the per capita contribution is shown for the years 1960 through 1966. This has varied between $2.29 and $2.99. For a family of four this represents a contribution between $9.16 and $11.96. While it may realistically be assumed that this magnitude of contribution will serve to ease the conscience of the typical affluent American, it certainly will not substantially assist the effort to eliminate poverty.

To impress this conclusion on those who would hesitate to accept it, consider the amount of assistance this represents to the typical impoverished person. In 1960 approximately 31,250 persons in Lubbock County were classified as poor. This is 20% of the population. If the total amount of United Fund collections ($357,000) were equally distributed among the poor, each person would receive approximately $11.40 in assistance, hardly enough to stimulate actions designed to eliminate poverty in any meaningful sense.

This conclusion does not in any way serve to criticize those associated with the activities of the United Fund. Certainly, these volunteers are citizens filled with the spirit of service to the community. However, the information available to the project staff does lead to the definite conclusion that private charitable groups cannot form the nucleus of the attack on poverty.

Importance of Basic Education

This study concludes that the lack of basic literacy training is the most important factor contributing to the existence of poverty. Other factors are important, of course, and many interrelate with educational attainment, but this factor is primary.

In the statistical analysis conducted by the project staff, low educational attainment correlated highly with income (r^2=.674). Moreover, in the principal components analysis, the most significant variable related to the incidence of poverty was found to be low educational attainment (R^2=.674).

It has been demonstrated by many researchers that the primary barrier to regular employment at wages sufficiently high to eliminate poverty is the lack of basic education. While this barrier is being removed as the children of the low-income families remain in school longer, this process is slow. To effect the elimination of poverty more quickly, it is necessary to provide publicly-supported basic education to all who are not functionally literate. This education must be publicly-supported since most training conducted by the corporations in the American economy relates to skill development and management training. /Clark and Sloan, CLASSROOMS IN THE FACTORIES, 1958/

In essential terms, basic education can properly be considered as an investment in human capital, as health and dental care, nutrition, and adequate clothing and housing have been considered in the past. It is essentially the same as investment in physical capital: the construction of plant and equipment, and the additions to inventories. The returns to this type of investment have been shown to be higher than the returns to other investment by private companies and public agencies. Moreover, this return is greatest for the first few years of formal schooling; but it is also substantial even for postgraduate college education. And, when considered with respect to the alternatives (continued low income, increased crime rates, etc.), this education becomes a necessity.

Table X illustrates the relationship between family income and educational attainment, as demonstrated by independent studies. The vast majority of studies examined by the project staff yield conclusions similar to those presented below. These studies were based on data compiled for individuals in their prime earning years (aged 45-54), without respect to race or occupational classification. These studies are included here since they were conducted at different points in time, with slightly different groups of individuals, and with different income measures. Still, all the conclusions are basically similar.

TABLE X

RELATION BETWEEN EDUCATIONAL ATTAINMENT AND INCOME

Educational Attainment	Median Family[1] Income	Mean[2] Income	Mean[3] Income
Less than 8 years	$3,100	$2,507	
8 years	4,100	3,112	$3,200
High School	5,600	4,519	4,600
College (4 years)	7,100	7,907	8,200
College (5 or more years)	8,200		

[1] Norton, "Education as Investment," NEA Journal, January, 1963, p. 55.

[2] Glick and Miller, "Educational Level and Potential Income," American Sociological Review, June, 1956, p. 308.

[3] Houthakker, "Education and Income," Review of Economics and Statistics, February, 1959, p. 25.

The benefits to education can be clearly seen by the following comparison (Table XI), which relates the earnings of World War II veterans to non-veterans. The primary factor separating the persons in each category is the availability of G. I. Bill-financed education for the veterans. As can be seen, until 1948 the non-veterans' median incomes were higher (probably because the veterans were attending educational institutions), but after 1948 the veterans' incomes were higher, and the difference has increased over time. The conclusions apply to persons between the ages of 35 and 44 years.

To illustrate the favorable return on the investment in human capital, compare the return on a U. S. Government bond or a grade Aaa corporate bond to the return on an education. The bonds yield a return of approximately 4.1% per year, while the education returns approximately 14.5% per year on a high school education, and approximately 11.5% on a college education. /Hansen, "Total and Private Rates of Return to Investment in Schooling," JOURNAL OF POLITICAL ECONOMY, April, 1963, p. 138/

National leaders have recommended a method of financing this education, which is economically sound and politically feasible, and which distributes the burden of the education primarily on the individual receiving the education, in the long run. Under one plan the federal government would guarantee long-term loans to individuals for the purpose of obtaining an education. The person would repay the loan through an increase in his federal income tax, the amount of the increase depending on his current income. Under this plan, both the "ability to pay" and "benefits received" principles of taxation are satisfied.

TABLE XI

COMPARISON OF VETERANS' AND NON-VETERANS' INCOME: 1947-1958

Year	Median Income: Veterans	Median Income: Non-veterans	Difference
1947	$2,689	$2,900	(-)$211
1948	3,045	3,046	(-) 1
1949	2,984	2,935	49
1950	3,291	3,234	57
1951	3,647	3,595	52
1952	3,834	3,602	232
1953	4,118	3,867	251
1954	4,227	3,818	409
1955	4,483	3,946	537
1956	4,853	4,220	633
1957	4,985	4,279	706
1958	5,225	4,306	919

Source: Miller, "Annual and Lifetime Income in Relation to Education: 1939-1959," _American_ _Economic_ _Review_, December, 1960, p. 978.

Moreover, there are certain "fringe benefits" to such a program which should not be neglected. First, the society as a whole is allowed to enjoy more goods and services, both public and private. Second, the "vicious circle of poverty" is broken, and the anti-poverty effort can be initially restricted, and eventually curtailed completely. Third, there are the extensive benefits to the society as a whole derived from the existence of an educational establishment. Included here are the benefits from research, the recruitment of individuals into the teaching profession, the discovery and cultivation of talent, and the ease of adjustment to new economic environments which is made possible. /See Schultz, THE ECONOMIC VALUE OF EDUCATION, 1963/ For example, it has been reported that the research which led to the development of hybrid corn has yielded an annual return of 700%. /Griliches, "Research Costs and Social Returns: Hybrid Corn and Related Innovations," JOURNAL OF POLITICAL ECONOMY, October, 1958, pp. 419-431/

In summary, a basic education program should be considered essential to the war against poverty. It should be implemented prior to other programs, and should receive the bulk of the funds available.

While other projects may yield a greater immediate success, this program has the greatest promise for lasting success.

Lack of Reliable, Disaggregated Data

This study concludes that meaningful anti-poverty activity, and other individual and community improvement activity, must be based on well-conceived plans, developed consistently and on a coordinated basis. The study concludes that the data which are required to develop a successful planning function do not exist.

That such data are needed is demonstrated by Sec. 221(d) of Title II-B of the Economic Opportunity Act (as amended by the 1967 amendments) which states that

> After July, 1, 1968, the Director shall require, as a condition of assistance, that each community action agency has adopted a systematic approach to the achievement of the purposes of this title and to the utilization of funds provided under this part. Such systematic approach shall encompass a planning and implementation process which seeks to identify the problems and causes of poverty in the community, seeks to mobilize and coordinate relevant public and private resources, establishes program priorities, links program components with one another and with other relevant programs, and provides for evaluation.

That such data are not available was made clear to the project staff, particularly to the research assistants who were assigned the task of discovering data sources and determining the consistency of available data. Published data are insufficient in that they (a) are reported at long intervals of time or irregularly, (b) are aggregated to such an extent that most useable information is "lost" in the process of preparing the published tables, (c) are inconsistently reported for different geographic areas, different racial groups, or different periods of time, or (d) are collected on bases which do not reflect scientific method.

Data collected by the state agencies are generally insufficient, for several reasons. First, only a limited amount of information is collected by any agency, usually relating only to one aspect of the individual in relation to his environment. For example, the Texas Employment Commission collects data on employment, but is unable to determine the mean duration of unemployment for areas, the educational background of the unemployed, or the work experience of the unemployed. This inability to cross-tabulate economic and social characteristics is a serious handicap. Second, data collected by the state agencies are not comparable, since the geographic base for recording the data differs, the unit of time differs, and populations from which samples are drawn are dissimilar. Third, data are often collected only for urban areas, or, when collected for rural areas, the data collection system is generally inferior to that used in the urban areas.

Desirability of Local Data Collection System

This study concludes that it is essential, as an initial step, to develop a system of data collection, processing and retrieval on a local basis, if the anti-poverty program is to be successful. All currently available data are insufficient in at least one respect. Even the actual tape records of the responses to the questionnaire prepared by the Bureau of the Census are inadequate, since the names and addresses of respondents were removed from the records to assure respondents that they would remain anonymous.

The conclusion that data can be collected locally is based on the partial success realized in a test of this process of data collection in Plainview, Texas. From that test it was concluded that the questionnaire was sound, that the method of drawing the sample was adequate (but could be improved upon), and that the use of volunteer (and untrained) canvassers was inadequate.

The precise uses of such a system, and the precise methods to be employed in collecting the data are given below in the section describing the functions of a regional action organization. In general, it is the conclusion here that the survey should be taken each year or on alternate years, should concentrate on determining the characteristics of the population, and should be structured in such a manner that the data can be utilized with data gathered for the economic base of the area, to develop comprehensive plans for community and individual improvement.

Ability of the American Economy to Sustain the War Against Poverty

This study concludes that the American economy possesses resources which are sufficient to wage a determined war against poverty, meet commitments in foreign lands, and still remain substantially more affluent than any economy in the history of civilization. This conclusion is based on two facts: first, the standard of living of Americans is by far the highest of all national economies; second, the performance of the American economy in the recent past has been considerably less than its potential rate of production. Therefore, by generating and maintaining a full employment economy, and by taxing at a rate equal to that of other Western economies, the war against poverty can be fought and won with little or no real sacrifice to American citizens.

The data contained in Table XII reveal the standard of living in the American economy relative to the standards of living in selected European economies. As can be seen, for the period 1962-1964 (the most recent for which comparative data are available) per capita National Income (the total earnings of all factors of production) in the United States was $2,565, compared to that of Sweden (the next highest) of $1,865. Gross National Product (the dollar value of all newly-produced goods and services) per capita was $3,138, compared to $2,095 for the Swedish economy.

TABLE XII

STANDARD OF LIVING AND TAX RATES, UNITED STATES AND EUROPE: 1962-1964

Country	Pop.[1] (Thous.)	Nat'l.[2] Income ($bill.)	G.N.P.[2] ($bill.)	Per Capita Nat'l. Income($)	Per Capita G.N.P. ($)	Taxes[3] as % of G.N.P.	Social[3] Ins. as % of Taxes
Denmark	4,680	6.42	8.10	1,372	1,731	27.4	5.2
Fed. Rep. of Germany	55,326	73.39	96.08	1,326	1,737	35.2	27.9
Finland	4,536	5.18	6.52	1,142	1,437	27.7	10.6
France	47,709	61.14	80.66	1,282	1,691	36.5	36.2
Sweden	7,612	14.20	15.95	1,865	2,095	35.9	15.3
Switzerland	5,739	9.86	11.60	1,718	2,021	21.1	22.3
United Kingdom	53,748	69.55	84.93	1,294	1,580	29.1	14.7
U. S. A.[4]	189,337	485.63	594.17	2,565	3,138	28.0	15.8

[1] Source: United Nations, Statistical Yearbook: 1964, Table 2
1965, Table 19
1966, Table 17

[2] Source: United Nations, Statistical Yearbook: 1966, Table 179

[3] Source: United Nations, Economic Survey of Europe in 1965: Part 2 ("Incomes in Postwar Europe: A Study of Policies, Growth and Distribution"), Chap. 6, pp. 3-4.

[4] Source: Department of Commerce, The National Income and Product Accounts of the United States, 1929-1965, Tables 1.1, 1.10, 3.1, 3.3 and 3.8, and Department of Commerce, Survey of Current Business.

Note : European National Income and Gross National Product data were converted into dollar equivalents by applying the following mean exchange rates (from United Nations, Statistical Yearbook; 1966, Table 184):

Denmark :	$6.911	per Krone
Fed. Rep. of Germany:	$3.983	per Mark
Finland :	$3.220	per Mark
France :	$4.901	per Franc
Sweden :	$5.179	per Franc
Switzerland :	$4.316	per Franc
United Kingdom :	$ .3576	per Pound

Yet, when levels of taxation for all branches of government were compared, it can be seen that, expressed as a percentage of G.N.P., the United States ranked fifth of the eight countries. Hence, even though the standard of living was highest in the United States, the burden of taxation was lower than for many less affluent countries. This characteristic is further revealed by a comparison of the relative importance of social insurance contributions. In the United States economy, these contributions accounted for 15.8% of government revenues from all sources. In three of the European economies these contributions accounted for a larger proportion of government revenues, and in two other economies the proportion was approximately the same as in the American economy.

If tax collections were increased by $10 billion per year to finance a substantial effort to eliminate poverty, this would increase tax receipts from 28.0% of the Gross National Product of the 1962-1964 period to 29.7% of G.N.P. In terms of the increase in taxes to individual citizens, this would amount to an additional tax burden of approximately $53 per capita, still below European levels of taxation. As an absolute amount, this is small when compared to the standard of living prevailing in this country. However, when it is considered that the $10 billion in additional taxes would not be "lost" to the economy, but instead would be returned to the economy in the form of increased production (for consumption and investment), the real burden to the economy as a whole can be shown to be zero (or perhaps even negative). The burden to a given individual, of course, could be real, but in the aggregate the burden would be zero or negative.

Moreover, an alternative method of financing expanded expenditures involved in the war against poverty is possible: the sale of U. S. Government bonds to the public. This is a method utilized on many occasions in the past, principally to finance war- or war-related expenditures. Contrary to the beliefs of most citizens, as long as the bonds are sold to United States citizens, and as long as the funds obtained are utilized for productive purposes, no "burden" on future generations is created. /Snider, ECONOMIC MYTH AND REALITY, Chap. 4-6. Dernburg and McDougall, MACROECONOMICS, Chap. 21. Musgrave, THE THEORY OF PUBLIC FINANCE, Chap. 23/

That the United States economy has operated at a rate substantially less than its potential rate is demonstrated by an examination of Table XIII. This table shows the actual production of the American economy for the 1956-1967 period, relates these figures to the actual unemployment rate for each year, and compares actual to potential output. If the United States economy had operated at full employment during the period, real Gross National Product in 1967 would have been substantially greater than actual G.N.P. for 1967. At growth rates of 4.0%, 4.5%, and 5.0%, the difference in 1967 would have been $17.6 b., $54.6 b., and $93.7 b., respectively. Policies appropriate to the maintenance of a high growth rate would have allowed a sizeable anti-poverty effort with no real sacrifice on the part of most affluent Americans. The European experience indicates that economies can grow steadily at any of these rates, and can grow more rapidly if this is desired.

In practice, the limit to the rate of taxation is determined by the willingness of the citizens to pay taxes (theoretically, the average tax rate could equal 100% of total income), and by the willingness of political leaders to recommend and authorize increases in tax rate limits. Tax revenues far in excess of those currently being collected are attainable.

Table XIII

ACTUAL AND POTENTIAL GROSS NATIONAL PRODUCT, 1956-1967

(in billions of dollars at 1958 prices)

Year	Unempl. Rate(%)	Actual G.N.P.	Growth Rate(%)	Actual Trend of G.N.P.	Trend of G.N.P. at Growth Rate of 4.0%	4.5%	5.0%
1956	4.2	$446.1		$446.1	$446.1	$446.1	$446.1
1957	4.3	452.5	1.43	462.8	463.9	466.2	468.4
1958	6.8	447.3	-1.14	480.2	482.5	487.2	491.8
1959	5.5	475.9	6.39	498.2	501.8	509.1	516.4
1960	5.6	487.7	2.47	516.9	521.9	532.0	542.2
1961	6.7	497.2	1.94	536.3	542.8	555.9	569.3
1962	5.5	529.8	6.55	556.4	564.5	580.9	597.8
1963	5.7	551.0	4.00	577.3	587.1	607.0	627.7
1964	5.2	581.1	5.46	598.9	610.6	634.3	659.1
1965	4.5	616.7	6.12	621.4	635.0	662.8	692.0
1966	3.8	652.6	5.82	644.7	660.4	692.6	726.6
1967	3.8	669.2	2.54	668.9	686.8	723.8	762.9

Source: Department of Labor, Employment and Earnings and Monthly Report of the Labor Force, and Department of Commerce, The National Income and Product Accounts of the United States, 1929-1965, and Department of Commerce, Survey of Current Business.

Note: Actual trend of G.N.P. was calculated on the basis of 3.75% per year, suggested by the Council of Economic Advisors, The Annual Report of the Council of Economic Advisors, 1967, p. 43.

The Government as an Employer of Last Resort

This study concludes that even the most extensive training and educational facilities are irrelevant and redundant if the beneficiaries of these facilities are unable to secure meaningful employment. Since the private sector is unable to guarantee to each member of the labor force a full-time job at all times, it becomes necessary for government at all levels to provide the employment. In practice the federal government may be forced to assume the principal part of this function, since many states have tax bases which are inadequate to the task.

This conclusion is consistent with the determination made by the Congress of the United States in the Employment Act of 1946, which states that

> ...it is the continuing policy and responsibility of the Federal Government to use all practicable means consistent with its needs and obligations and other essential considerations of national policy ... to coordinate and utilize all its plans, functions, and resources for the purpose of creating and maintaining, in a manner calculated to foster and promote free competitive enterprise and the general welfare, conditions under which there will be afforded useful employment opportunities, including self-employment, for those able, willing, and seeking to work, and to promote maximum employment, production, and purchasing power.

It is consistent with the Report of the National Commission on Technology, Automation, and Economic Progress. /For a summary of this report, see Bowen and Mangum, AUTOMATION AND ECONOMIC PROGRESS, p. 24/ It is consistent with virtually any criteria of economic efficiency.

Programs designed according to the directives of the Employment Act have met with partial success. For example, cyclical fluctuations in the American economy have been lessened. /See Council of Economic Advisors, THE ANNUAL REPORT OF THE COUNCIL OF ECONOMIC ADVISORS, 1966, Chap. 7/ The changes in the federal income tax structure which were made in 1964 have caused the aggregate unemployment rate to diminish steadily. In fact, in 1966 and 1967, the aggregate unemployment rate was 3.8% of the labor force, considered by many economists to be "full employment."

The realization of the objectives of the Employment Act in the aggregate serves to focus attention on the distributional aspects of the problem of unemployment, which remain unresolved.

> As the primary objective set by the Employment Act is being reached, new problems move to the fore and are receiving increasing attention in public policy. These include the efficient use of the Nation's human and natural resources, the conquest of poverty and suffering, the reconstruction of our cities, and the many other tasks set forth in ...this Report.

/Council of Economic Advisors, THE ANNUAL REPORT OF THE COUNCIL OF ECONOMIC ADVISORS, 1966, p. 186/ Table XIV shows that aggregate data can be misleading, and that reliance on aggregate data as an indicator of the prosperity of the economy (and hence as a signal that little public action is required) can be short-sighted.

The table illustrates the fact that although the aggregate unemployment rate in 1967 was 3.8% and that the unemployment rate for married men was extremely low (1.9%), for the youth it was extremely high (12.9%). Moreover, it shows that the unemployment rate for non-whites generally has been twice as high as for whites. Other comparisons could be used to show that for certain groups (Negro youth in urban ghettos, Indians on reservations, etc.) the unemployment rate has been between 20% and 80%.

The preceding observations demonstrate that policies designed to achieve "maximum employment, production, and purchasing power" have been partially successful in the aggregate, but that certain segments of the society have not participated in the process. Therefore, new policies must be designed to assist the nonparticipants. This can be done, and at the same time those of us who are employed continuously at relatively high rates of compensation will suffer little, if any at all.

TABLE XIV

SELECTED UNEMPLOYMENT RATES, 1956-1967

Year	Total	Youth (14-19)	White	Non-White	Married Men
1956	4.2	10.4	3.7	8.4	2.6
1957	4.3	10.8	3.9	8.0	2.8
1958	6.8	14.4	6.1	12.6	5.1
1959	5.5	13.2	4.9	10.7	3.6
1960	5.6	13.6	5.0	10.2	3.7
1961	6.7	15.2	6.0	12.5	4.6
1962	5.5	13.3	4.9	11.0	3.6
1963	5.7	15.6	5.1	10.9	3.4
1964	5.2	14.7	4.6	9.8	2.8
1965	4.5	13.6	4.1	8.3	2.4
1966	3.8	12.0	3.4	7.5	1.9
1967	3.8	12.9	3.4	7.5	1.8

Source: Council of Economic Advisors, The Annual Report of the Council of Economic Advisors, 1967, Table B-22, and Department of Commerce, Survey of Current Business.

It has been suggested that 5.3 million potential jobs are now available in useful public service employment (1.2 million in medical institutions and health services, 1.1 million in educational institutions, 1.3 million in national beautification, 0.7 million in welfare and home care, 0.35 million in public protection, and 0.65 million in urban renewal and sanitation). /Bowen and Mangum, AUTOMATION AND ECONOMIC PROGRESS, p. 24/ If basic literacy training were available to the poor, their employment problems (irregular employment, employment at menial tasks, etc.) could be solved immediately, if the American public were willing to substitute social goods for private goods.

While some have considered the disincentive effects of a negative income tax potentially to be prohibitive, it is the conclusion here that this measure, together with public service employment and the provision of universal literacy, constitutes the most appropriate alternative available. /See Gallaway, "Negative Income Taxes and the Elimination of Poverty," NATIONAL TAX JOURNAL, September, 1966, pp. 298-307. For an affirmative statement regarding the negative income tax proposal see Friedman, CAPITALISM AND FREEDOM, and for a neutral discussion, see Council of Economic Advisors, THE ANNUAL REPORT OF THE COUNCIL OF ECONOMIC ADVISORS, 1966, pp. 110-115, and Council of Economic Advisors, THE ANNUAL REPORT OF THE COUNCIL OF ECONOMIC ADVISORS, 1967, Chap. 4/

These proposals are well designed to eliminate poverty. Reliance on the welfare institution is ridiculous.

> In principle, welfare payments are limited by a strict means test to the difference between some minimum standard and a family's resources from earnings. This has the absurd consequence that additional earnings are taxed 100 per cent. Unless the family can earn enough to dispense with public assistance entirely, it loses a dollar of welfare payments for every dollar it is able to earn. It would be hard to imagine a system better calculated to discourage self-help. /Bowen and Mangum, AUTOMATION AND ECONOMIC PROGRESS, p. 25 (emphasis added)/

Necessity of a Multi-Stage Process toward Regional Integration

The Economic Opportunity Amendments of 1967 made the task of structuring a regional action association impossible, and yet at the same time made regional arrangements mandatory in rural areas. The timing of refunding by the Office of Economic Opportunity of existing community action agencies was interrupted; the necessity of making immediate decisions regarding the control of community action agencies in the future complicated the process; the administrative requirements regarding minimum population standards for "community" status interfered with the designs of the project staff drawn prior to the announcement of these regulations; the lack of information on the part of local leaders regarding the new legislation and corresponding administrative interpretations constituted a dilemma on their part. There were other difficulties as well.

As a consequence the project staff has constructed the mechanism for a three-stage process leading to eventual assimilation of community action activities and other community and individual improvement activities. It is believed that one mechanism is sufficient for this purpose, since it is flexible. However, since several options are available to decision makers at the local level, these recommendations in some instances must be considered only as alternatives.

In summary, it is recommended that as the first stage existing community action agencies should be refunded in their current structure, with their current scope of function. The second stage constitutes the development of multi-county community action agencies which meet the requirements of Part D(1) of Community Action Memorandum 80 (issued February 15, 1968), and the formation of a voluntary regional action association. The third stage constitutes the development of a multi-county community action agency which is coincident with the boundaries of a regional planning body, and the redesignation of the multi-county CAAs of Stage II as community action organizations.

Structure and Functions of the Regional Action Association: Stage I

During this stage no formal regional organization should exist. Instead, community action agency officials should undertake discussions with area political leaders and interested citizens. These discussions should lead to the development, by July 1, 1968, of a consensus regarding the future orientation of anti-poverty activity in the area. Specifically, the goals of community action should be defined, the meaning of the existing legislation should be discussed, as well as the alternatives available to local leaders under the provisions of the legislation, and a determination should be made regarding the intentions of officials of the political jurisdictions to participate in the anti-poverty effort.

The war against poverty should be conducted in a manner similar to activity in the past, and preliminary plans should be made to change the organizational form of local activity, if this should be required. State and federal officials of the Office of Economic Opportunity should assist in this endeavor by providing information, by interpreting new administrative decisions, and by contacting the leaders of areas in which little or no anti-poverty activity is currently being undertaken, but where assistance might currently be available.

Structure and Functions of the Regional Action Association: Stage II

During this stage each existing community action agency which serves an area which does not meet the "community" requirements of the Office of Economic Opportunity should merge with other contiguous areas to form a community action agency which will satisfy these requirements. Depending on the desires of the public officials of the political jurisdictions, this agency could be a "combination of political subdivisions," or it could be a combination of individual political subdivisions and other units designated by political subdivisions. Since for the most part political leaders have indicated their desires to determine the direction of the anti-poverty effort directly (this seems to have been the stimulus for the sweeping revisions of Sec. 202 of Title II-A of the Act), it seems reasonable to assume that the former alternative will be adopted, with day-to-day operations delegated to a community action organization, as authorized by law, and with an advisory board instituted to provide for participation by the poor and by the public at large. It is recommended that these multi-county CAAs join a voluntary regional action association.

Governing Body of the Regional Association

The governing body of the regional association should be a Board of Trustees, selected by the multi-county community action agencies in the following manner: one Trustee from the principal political jurisdiction in each participating county, one Trustee from an indigenous area in each participating county, and one Trustee from the public at large in each participating county, subject to the following provision: that, if in meeting these requirements the maximum of 51 Trustees is surpassed, the least populated counties will surrender their right to designate a Trustee from the public at large. The Trustee representing the political jurisdiction should be appointed by the County Commissioner's Court. The Trustee representing the poor should be elected by residents of the poverty area (on a rotating basis if more than one poverty area exists in a given county). The Trustee representing the public at large should be selected from a list of nominees submitted by a public service association in each county (on a rotating basis if more than one association exists in a given county).

The Board of Trustees should be the managerial body of the association and should exercise all powers granted under the Articles of Incorporation of the association. The term of office, other qualifications, method of voting, and related matters are given in the By-Laws of the association in Appendix A.

Officers of the Regional Association

The association should have a president, a vice-president, and a secretary, all of whom must be Board members, and a treasurer, who must not be a Board member. In addition, the Board should have the power to create additional offices if necessary. The president should be the chairman of the executive committee. The qualifications for office, manner of election, and specific functions of the officers are given in the By-Laws.

Standing Committees of the Regional Association

The association should have an executive committee, composed of eight members of the Board of Trustees, at least three of whom are representatives of the indigenous population, and at least three of whom are representatives of the political jurisdictions. In addition, the association should have the following standing committees: Medical Services, Legal Services, Manpower, Housing, Education, Transportation, Planning and Research, Recreation, Family Services and Counseling, Water and Air Pollution, and Public Safety. The Board of Trustees should create additional standing committees as required.

Each standing committee should be composed of at least two members of the Board of Trustees (who are the "regular" members), and non-Board members who are interested citizens and possess the ability to contribute to the work of the committee. In no case should the number of non-Board members constitute more than 49% of the membership of a committee. If no member of a standing committee possesses special training in the area of activity of the committee (for example, if there is no medical doctor on the Medical Services Committee), a person with this special training should be secured as an ex-officio member. A regular member should be the chairman of each committee. Each member of the Board should serve on at least one committee.

Staff of the Regional Association

The staff of the regional association should not be Board members. The staff should consist of an Executive Secretary, Assistant Secretary for Liaison, an Assistant Secretary for Planning and Evaluation, an Assistant Secretary for Administrative Services, and secretarial, technical and clerical staff as deemed necessary by the Board. The qualifications of these persons, their salaries, and other related matters are given in the By-Laws. In addition, consultant services should be utilized when desirable.

General Functions of the Regional Association

The Board of Trustees should have the ultimate authority in governing the association, and should delegate authority and responsibility in accordance with the recommendations below. The association should

1. review and comment upon locally-generated projects prior to their submission to the Office of Economic Opportunity or other federal agencies, state agencies or private foundations for funding;
2. provide technical assistance in the fields of medical and dental care, legal services, education, consumer services, manpower training, and other areas of anti-poverty work, and to provide assistance with regard to interpretations of legislation, alternative approaches to problem solving, and other activities in the area of alleviation of poverty;
3. provide liaison with federal and state agencies, and with private, non-profit groups engaged in community service;
4. provide and maintain a data bank of disaggregated information on the extent and causes of poverty in the geographical area;
5. provide training and assistance for Office of Economic Opportunity workers, and conduct seminars relating to the war against poverty;
6. prepare comprehensive plans, including the evaluation of existing projects and recommendation of additional or alternative projects;
7. develop the information to complete the forms required of the local anti-poverty units, such as the M.I.S. Reports.

The regional association should receive funds by either or both of the following methods: by contracting with the existing community action agencies, or by applying directly to the Office of Economic Opportunity, as authorized by Sec. 221 of Title II-B of the Act, as amended through 1967. In addition, the association may receive gifts.

Specific Functions of the Individual Units of the Regional Association

The Board of Trustees should supervise the entire operation of the association. The Board should review the reports of the Standing Committees, the Executive Committee and the Executive Secretary. The Board should meet quarterly to consider matters of basic policy.

The Executive Committee should meet monthly to review the activities of the staff. With the approval of the Board, it should appoint members of the staff. It should serve as a nominating committee preceding the election of officers each year. It should serve as the fiscal auditor, reviewing the activities of the Treasurer.

The functions of the officers of the association should be similar to those performed in any organized group. It is worth noting only that the office of Treasurer is an extremely important one in this organization.

The Executive Secretary should supervise all aspects of the daily operations of the association. He should initiate all reports, and review the decisions of the Assistant Secretaries. He should make regular reports to the Executive Committee and to the Board. He should take all actions necessary to assure that the maximum benefit is always realized from the utilization of anti-poverty funds and resources. He should maintain liaison between the staff and the Executive Committee.

Each Assistant Secretary should be responsible for supervising the operations under his jurisdiction, as outlined in the organizational chart, which follows. He should, as far as is practicable, coordinate his activities with those of the other Assistant Secretaries. The Assistant Secretary for Liaison should serve in place of the Executive Secretary on a temporary basis. Weekly staff conferences should be held among the Assistant Secretaries and the Executive Secretary.

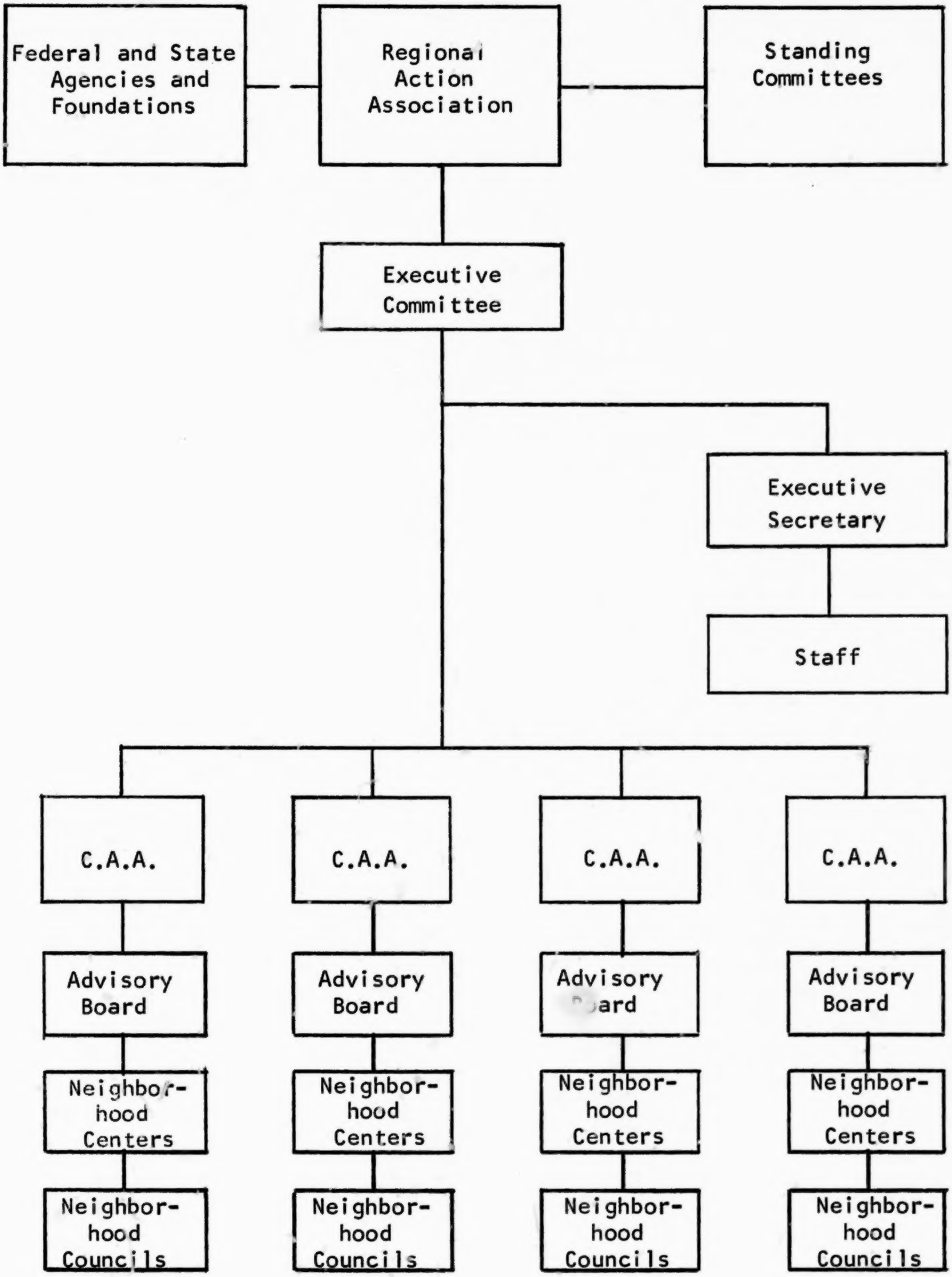
The Assistant Secretary for Liaison should coordinate the activities of the Standing Committees and the staff, should maintain liaison between the Board and the community action organizations at the local level (neighborhood centers, local medical advisory committees, school boards and officials, etc.), should seek to determine the feasibility of making application with private foundations for grants, should coordinate the activities of the regional association with all relevant federal and state agencies, and combinations of agencies, and should maintain liaison with the press.

The Assistant Secretary for Planning and Evaluation should supervise the periodic collection and processing of data, and should recommend the appointment of research assistants for this purpose. He should coordinate this activity with a nearby institution of higher learning, which could provide the facilities required to process and store the data. He should evaluate existing programs, and supervise the collection of the data for the M.I.S. reporting. He should maintain a library of reference materials, and should circulate to all committees, staff members and Board members literature relevant to their activities. He should determine the equitable apportionment of projects among the member agencies in accordance to their populations, their available complementary resources, and their concentrations of poverty.

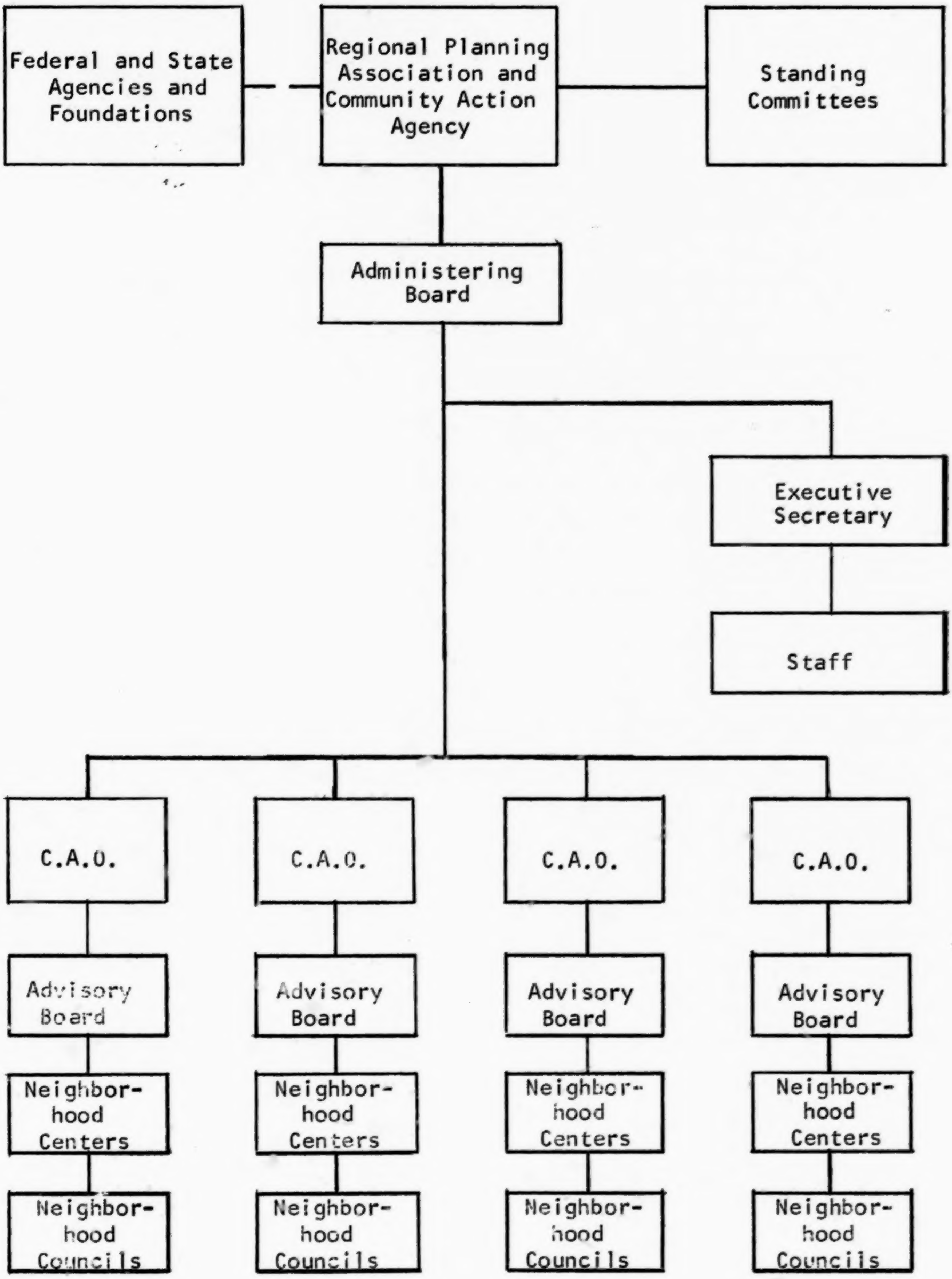
The Assistant Secretary for Administrative Services should supervise all secretarial and clerical staff of the regional association not assigned specifically to another staff member. He should supervise the keeping of records for payroll and general accounting purposes. He should assist the Treasurer of the association in compiling reports, making audits and filing financial statements required by law.

The Standing Committees should meet regularly to consider recent developments in their respective areas, to consider proposals for new or expanded programs, to evaluate existing programs, and to render assistance to other agencies engaged in the anti-poverty effort. These committees should seek to initiate new approaches to the solution of the problems of poverty when existing techniques are inadequate. The committees should report their activities to the Board and staff through the Assistant Secretary for Liaison.

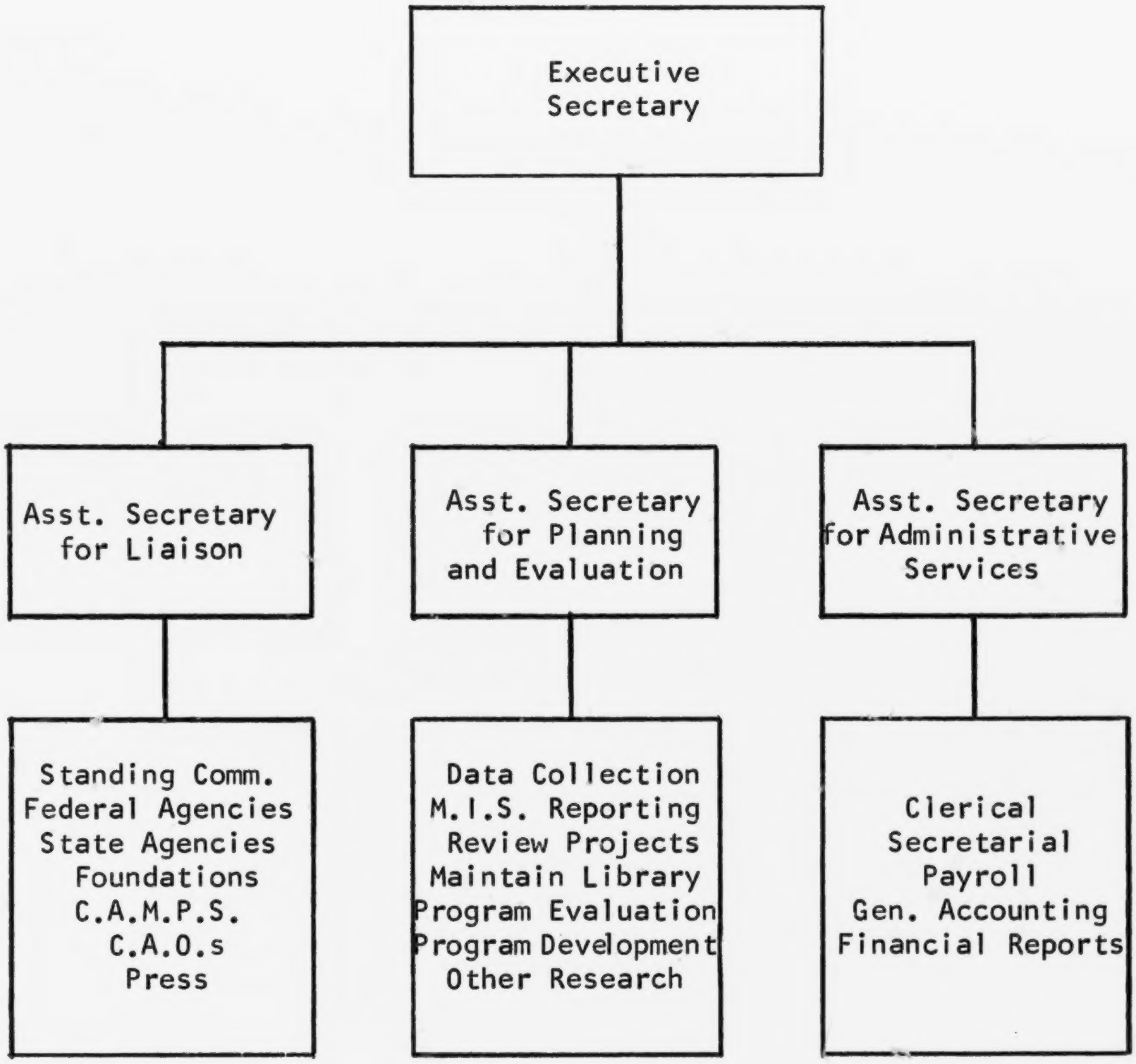
ORGANIZATIONAL CHART: STAGE II


Federal and State Agencies and Foundations
Regional Action Association
Standing Committees
Executive Committee
Executive Secretary
Staff
C.A.A.
C.A.A.
C.A.A.
C.A.A.
Advisory Board
Advisory Board
Advisory Board
Advisory Board
Neighborhood Centers
Neighborhood Centers
Neighborhood Centers
Neighborhood Centers
Neighborhood Councils
Neighborhood Councils
Neighborhood Councils
Neighborhood Councils

ORGANIZATIONAL CHART: STAGE III


Federal and State Agencies and Foundations
Regional Planning Association and Community Action Agency
Standing Committees
Administering Board
Executive Secretary
Staff
C.A.O.
C.A.O.
C.A.O.
C.A.O.
Advisory Board
Advisory Board
Advisory Board
Advisory Board
Neighborhood Centers
Neighborhood Centers
Neighborhood Centers
Neighborhood Centers
Neighborhood Councils
Neighborhood Councils
Neighborhood Councils
Neighborhood Councils

STAFF OF THE REGIONAL ASSOCIATION


Executive Secretary
Asst. Secretary for Liaison
Asst. Secretary for Planning and Evaluation
Asst. Secretary for Administrative Services
Standing Comm.
Federal Agencies
State Agencies
Foundations
C.A.M.P.S.
C.A.O.s
Press
Data Collection
M.I.S. Reporting
Review Projects
Maintain Library
Program Evaluation
Program Development
Other Research
Clerical
Secretarial
Payroll
Gen. Accounting
Financial Reports

Organization and Functions of Community Action Agencies

No formal recommendations will be made regarding the specific functions or organizational structure of local units of the anti-poverty effort, in addition to general outreach and referral functions. It is the judgment of the project staff that these matters are properly resolved by processes initiated at the local level. However, it is recommended that the nucleus of the anti-poverty effort be the neighborhood center, supported by neighborhood councils composed of residents of the target areas.

The final decision to accept or reject any specific project rests with the individual CAAs, of course. The function of the regional association is to advise individual agencies, and to assist them by preparing the annual plans, by offering technical assistance, and by providing a coordinating vehicle.

Structure and Functions of the Regional Action Association: Stage III

As the approaches to social and economic problems become more complex, and as they are applied to a greater extent over time, the leaders of the area will realize that coordinated and comprehensive planning and implementation is required if goals are to be realized. This is necessarily true since these problems are not constrained by political or geographic boundaries.

Therefore, during this stage existing multi-county community action agencies should be merged into a multi-county community action agency composed of from 15 to 30 county units, the precise number to be determined by a commonality of problems and interests. The boundaries of this CAA should be coterminous if at all possible with those of the regional planning agency in the area. The functions of the multi-county CAA should be the same as those of the regional action association of Stage II, except that decisions made by the CAA would be binding on each county unit in the CAA. Only two functions in the entire operation would be modified: first, the executive committee would be replaced by an administering board, to satisfy the requirements of the Economic Opportunity Act; second, each multi-county CAA of Stage II would be redesignated as a community action organization, and would administer anti-poverty activities in the area formerly under its jurisdiction. The same system of local advisory boards, neighborhood centers and committees would be maintained.

The Board of Trustees would be changed in composition by adding new members to comply with other applicable legislative requirements, state and federal.

A Regional Project: Multi-County Legal Services Bureau

In this section a multi-county legal services function will be described. This is intended to reflect the nature of a regional endeavor, the resources it would utilize, and the potential benefits which could be derived from it. It is intended to emphasize the potential of regionally-based activities.

It has been emphasized earlier that only in Lubbock County is a public legal services agency operative, and even in this case the scope of function is limited to only a few of the many legal problems encountered by the poor. Therefore, a multi-county arrangement is necessary in order for the poor to receive adequate legal services.

The regional endeavor should be comprehensive, in that many aspects of the poor individual and his legal environment would be treated. Individuals and families should be able to receive assistance in family budgeting, in family counseling (and assistance in divorce proceedings when this is desirable), in tax matters, in citizenship training (voter education, American history, and American government), in the determination of their rights and responsibilities (a special type of education), and, in the absence of a labor union, labor relations counseling.

There should be established in each county an advisory group for the legal services bureau, operating, perhaps, from the neighborhood center in the indigenous area. This county committee should be composed of representatives of the poor, of the law enforcement agencies, of the community action agency, of the local bar association, and of the office of the county judge.

The chairmen of the county committees should compose a regional board of directors to administer the legal services program. The board should select a chairman, who would supervise the appointment of attorneys, law school students, and university students with training in business law, the allocation of space requirements, and the processing of applications for submission to the regional action association. The board would coordinate its activities with those of the Legal Services Committee of the regional association.

Manpower requirements could be met with the use of students as clerks and investigators. In this manner, attorneys could supervise much of the work, operating directly only in more critical or delicate matters. Moreover, other students (particularly graduate students) could be utilized to give financial counseling, conduct seminars on money management, and operate a referral service for serious cases.

In addition, technical assistance would be received from the Legal Services Committee of the regional action organization, and information relating to funding of specific projects would be received from the staff of the regional organization. This would permit almost all of the legal services program's funds to be spent on direct service to the poor.

The benefits from such an arrangement would be (1) an increase in awareness on the part of the poor of their civil rights and responsibilities, (2) the prevention of conditions leading to serious crime through the resolution of minor problems, (3) the generation of respect for the law by the demonstration that equality under the law can become a reality, (4) the experience gained by the future leaders of the area with the real problems of the neglected segment of society, and hence a greater awareness of the problems and a keener appreciation of them, and (5) better coordination among the law enforcement agencies, the poor, the legal profession, and the public at large.

The Data Collection and Processing System

This function is the most important one for the regional organization. Data are needed to develop plans, to report current activities, to evaluate projects, and to coordinate activities with other agencies engaged in the various aspects of community relations.

This function should be supervised by the Assistant Secretary for Planning and Evaluation. The sample to be interviewed should be drawn randomly from among the customers of the electric companies in the geographic area, or by a more appropriate process, and should be completely replaced prior to each interviewing period. It is anticipated that a survey should be conducted every two years. The questionnaire to be used should follow the Plainview survey questionnaire in essential respects, but should be modified as necessary. For example, questions relating to health conditions should be included. Canvassers should be paid, and should be recruited from among those students who have successfully completed a marketing or economic research course at the junior or senior level at a nearby institution of higher learning.

Computer programs should be developed to process the data. The system should be integrated with the system of M.I.S. reports, and should be coordinated with the data on the physical characteristics of the area.

The data should be processed, and relevant information should be forwarded to the appropriate committees and staff for analysis. The data should be utilized to support all applications for funds, and to prepare the annual plans.

APPENDIX A

BY-LAWS

0.0 Name: The name of this organization is to be the South Plains Regional Action Association (hereinafter referred to as Association).

1.0 Principal Office: The principal office of the Association (also referred to as Associational Office) shall be located in the city of __________, County of __________, State of Texas. The Association may have other offices within the geographical area (5.0 infra) as the Board of Trustees may determine. The location of the principal office must be within the geographical area (5.0 infra). The Board of Trustees may change the location of the principal office within the geographical area.

2.0 Resident Office and Agent: The Association, as required by law, shall have and continuously maintain a registered office (which shall be the principal office) and a registered agent.

3.0 Fiscal Year: The fiscal year of the Association shall be 1 July to 30 June.

4.0 Purposes: The Association is formed for the purpose of alleviation of poverty in the geographical area and is to conduct the following:

a. Review and comment upon locally-generated projects prior to their submission to the Office of Economic Opportunity for funding;
b. provide technical assistance in the fields of medical and dental care, legal services, education, consumer services, manpower training, and other areas of anti-poverty work, and to provide assistance with regard to interpretations of legislation, alternative approaches to problem solving, and other activities in the area of alleviation of poverty;
c. provide liaison with federal and state agencies, and with private, non-profit groups engaged in this effort;
d. provide and maintain a data bank of disaggregated information on the extent and causes of poverty in the geographical area;
e. provide training and assistance for Office of Economic Opportunity workers, and conduct seminars relating to the war against poverty;
f. prepare comprehensive plans, including evaluation of existing projects and recommendations for future projects;
g. do all things necessary to alleviate poverty in the geographical area.

5.0 Geographical Location: The Association's geographical boundaries (herein referred to as geographical area) shall include the following counties of the State of Texas: ______________________________

6.0 Board of Trustees: The Board of Trustees (hereinafter referred to as Board) shall be the managerial body of the Association and shall exercise all powers granted under the Articles of Incorporation.

6.1 Number: The Board shall be composed of three resident persons from each county in the geographical area, subject to a maximum of 51 members. One person shall be a publically-elected official who shall be appointed by the County Commissioner's Court. One person shall be elected by impoverished persons within the county. Impoverished persons are persons over 20 years of age who reside in the county where the total family gross income is less than $3,000 per year. In the event that more than one poverty area exists in a county, the areas shall be designated, and the areas shall be represented on a rotating basis. One person shall be appointed by the County Commissioner's Court from among a list of nominees submitted by a private organization engaged partly but not necessarily exclusively in anti-poverty work. In the event that more than one organization exists in a county, the organizations shall be designated, and the organizations shall be represented on a rotating basis. In the event that this process would result in more than 51 members being chosen, no person shall represent a private organization in the least-populated county. If still more than 51 members would be chosen, no person shall represent a private organization in the second least-populated county. This process shall continue until no more than 51 members have been chosen.

6.2 Term: Members of the Board shall be elected for the following terms: the Commissioner's Courts will appoint representatives for a one year term; thereafter they shall appoint representatives for two year terms. All other members shall be elected or appointed for two year terms.

6.3 Qualifications: In addition to the other qualifications mentioned herein, members of the Board must be over 20 years of age and be citizens of the United States.

6.4 Vacancies: The Board has full power to fill vacancies for unexpired terms of its members due to resignation, removal or death.

6.5 Voting: On all matters other than herein specially mentioned, the Board is to vote and make decisions using a simple majority of those present constituting a quorum.

6.6 Meetings: The Board is to have a regular meeting on the second Thursday of January, April, July, and October. In addition the Board may have special meetings as called by the Executive Committee.

6.7 Order of Business at Meetings: The order of business at all meetings shall be as follows: Reading of the Minutes, Old Business, Committee Reports, New Business.

6.8 Notice of Meetings: Ten days before each meeting, regular or special, the Secretary of the Association (hereinafter referred to as Secretary) shall mail notices of the meeting (specifying time, place, and matters known to be brought before the Board) to the resident address of each Board member. Any member of the Board may waive notice of any meeting in writing.

6.9 Place of Meetings: The Executive Committee shall determine the place for all meetings which shall be within the geographical area. No meeting may be held in a county where the immediate previous meeting was held.

6.10 Quorum: A quorum shall consist of a majority of the Board members.

6.11 Compensation: The members of the Board shall receive no compensation for their services other than allowed herein.

6.12 Reimbursement for Expenses: The members of the Board may be reimbursed for travel and other actual expenses as permitted by law and authorized in advance by the Board.

6.13 Attendance: A Board member must attend at least three of the regular meetings each fiscal year or at the end of that year the Board will appoint a successor to fill out the remainder of the member's term.

7.0 Standing Committees: The Board shall create the following standing Committees: Executive, Medical, Legal, Manpower, Housing, Education, Transportation, Regional Planning, Research, Recreation, Family Services and Counseling, Water and Pollution, and Public Safety. The Board may create other committees as it deems necessary.

7.1 Membership of Committees: Each standing committee shall have at least two Board members who hereinafter in this section shall be referred to as "regular members." More than two board members may be on any standing committee. In addition, the standing committees, with the exception of the Executive Committee may have other non-Board members (referred to hereinafter in this section as "other members") who are interested in the area of poverty being studied by the committee. The maximum number of other members for each standing committee shall be set by the Board, but in no event shall the number of other members constitute more than 49% of the membership of the committee. The Executive Committee shall consist of eight Board members.

7.2 Selection of Committee Members: Each Board member will be a member of at least one standing committee. The Board shall decide the committee assignment of its members. Other persons interested in the alleviation of poverty may become standing committee other members upon petition favorably acted upon by the Executive Committee. In making appointments of other members, the Executive Committee shall try to place one representative of a public anti-poverty group, one representative of a private anti-poverty group, and one person with technical competence in the area of the committee's function.

7.3 Power to Change Assignment of Standing Committee Members: The Board may change the assignment of a regular member on a standing committee.

7.4 Duties of Standing Committees: The Executive Committee: the Executive Committee is to hire an Executive Secretary and other Associational Staff for the Association's office. The Executive Committee is to review action of the staff every month. The Executive Committee is to supervise the fiscal operations (with Board approval). The Executive Committee is to file an annual report with the Board.

Other Standing Committees: Other previously listed standing committees are to study, investigate, and survey matters concerning alleviation of poverty in their particular area and to give an annual report to the Board.

Other Committees Created by the Board: The Board may create other committees as it deems necessary. Membership on these committees must be at least 51% Board Members, and the committee shall have the duties specified by the Board.

7.5 Officers of Standing Committees: Each standing committee, except the Executive Committee, shall have a Chairman, to be elected from one of the regular members by the regular members. Each standing committee, except the Executive Committee, shall have a Vice-Chairman, who shall be elected from the other members by the membership of the Standing Committee. Each standing committee, except the Executive Committee, shall have a Secretary of that committee, who shall be a regular member elected by the regular members. The Secretary of the standing committee shall keep minutes of the committee meetings. The Chairman of the standing committee shall preside at committee meetings, and in his absence the Vice-Chairman shall preside.

7.6 Term of Office: All members and officers of standing committees shall be elected for two year periods, except Executive Committee officers. However, in no event may an officer's term be longer than his term as a regular member or other member.

7.7 Removal from Standing Committee: The Board may remove members from Standing Committees.

7.8 Quorum: The quorum for the Standing Committee meetings shall be a majority of committee members.

7.9 Meetings of Standing Committees: The Executive Committee shall meet every month for a regular meeting, and may meet at other times when called by the Chairman or an informal consensus of the membership. Other standing committees will meet at least once a quarter and may meet other times when called by the Chairman or an informal consensus of a majority of the regular members.

7.10 Notice of Standing Committee Meetings: Notice shall be mailed to all standing committee members within the time and in the same manner as notice to Board members of Board meetings. Notice may be waived in writing.

7.11 Order of Business: The order of business for a standing committee meeting will be the same as for a Board meeting.

8.0 Officers of the Board and the Association:

8.1 Number: There shall be four officers (each of whom must be a different person) of the Board as follows and others created by the Board. Officers, with the exception of the Treasurer, must be Board members.

8.2 President: The President of the Board shall also be the Chairman of the Executive Committee. He shall preside at all Board Meetings and Executive Committee meetings and shall be the principal executive officer of the Association.

8.3 Vice-President: The Vice-President of the Board shall also be the Vice-Chairman of the Executive Committee. He shall preside at Board Meetings in the absence of the President.

8.4 Secretary: The Secretary of the Board shall keep records and minutes of meetings of the Board and the Executive Committee and shall mail all notices of meetings of the Board and Standing Committees.

8.5 Treasurer: The Board shall appoint a Treasurer who shall be a Certified Public Accountant or Public Accountant. This person must be bonded for $5,000 or a higher amount if required by state or federal law. The Treasurer shall keep records of fiscal matters conforming both with state and federal laws, and with the policies of the Office of Economic Opportunity. He shall also deposit monies and sign negotiable instruments as approved by the Board.

8.6 Election Procedure: The initial officers of the Board and the Association shall be elected by the initial Board at the organizational meeting and shall serve until their successors are duly elected and qualified. Thereafter, officers of the Association and the Board shall be elected at the last regular meeting of the Board in each fiscal year. The Executive Committee shall act as a nominating committee and prepare a proposed slate of nominees, two each for President and for Secretary, for presentation at the election meeting. A written notification of these proposed officers will be mailed by the Secretary to all Board members at least three weeks before the election meeting. Other persons, members of the Board with the exception of the Treasurer nominee, may be nominated for office from the floor. The proposed list of nominees shall not include a nominee for Vice-President. The person nominated for President who receives the second largest number of votes in the election shall become Vice-President.

8.7 Term of Office: Each officer is to serve for one year or until his successor is duly elected and qualified. No officer may succeed himself more than one time.

8.8 Qualifications: Officers must be Board members with the exception of the Treasurer.

8.9 Removal: Officers may be removed for due cause, upon recommendation of the Executive Committee and approval from the Board.

8.10 Resignation: Upon resignation or death of the President, the Vice-President shall become President, for the remainder of the term. Upon resignation or death of other officers, their successors for the unexpired term will be appointed by the Board upon recommendation of the Executive Committee.

8.11 Compensation: Officers, with the exception of the Treasurer, shall receive no compensation for their services.

8.12 Reimbursement for Expenses: Officers shall receive reimbursement for actual expenses incurred where authorized by the Board.

9.0 Associational Staff: The staff of the Association, who may not be Board members, is to consist of and be appointed in the following manner:

9.1 Executive Secretary: The Executive Committee with Board approval shall hire an Executive Secretary. He shall have the following qualifications: be a citizen of the United States and of good moral character; have some experience in public relations, have some experience in administration. He should have the following qualifications: fluency in a foreign language commonly spoken by an impoverished group in the geographical area, and several years residence in the area. The Executive Secretary is to carry out directives of the Board and the Executive Committee. He is to supervise the Associational Staff. He is to prepare a quarterly report for the Board and an annual report (in writing) for the Board concerning the alleviation of poverty by agencies in the geographical area. The annual report must be presented to the Secretary of the Association in order that it may be mailed to Board members with the announcement of the last fiscal year regular Board meeting. The Executive Secretary will act as a technical assistance advisor for persons and groups interested in the work of the Association, and will act as the official liaison of the Association. The Executive Secretary is to publish, when funds are available and where authorized by the Board, a newsletter on activities concerning the elimination of poverty in the geographical area. This newsletter is to be sent to all persons expressing an interest in the endeavor. The initial salary of the Executive Secretary shall be between $10,000 and $15,000 as decided upon by the Board. Raises may be voted by the Board as deemed necessary. In no event may the salary be more than authorized by the United States Congress for persons involved in work under the Office of Economic Opportunity or its successor. The Executive Secretary shall be reimbursed for expenses as authorized by the Board. The Executive Secretary shall be appointed for a term of five years. He may be removed for due cause by the Board.

9.2 Assistant Secretaries: The Executive Committee may create Assistant Secretarial Positions, designate qualifications, salary, term of office (not to exceed five years), removal procedures, etc. as it deems necessary for the proper functioning of the Associational office with Board approval.

9.3 Other Employees: The Executive Committee may hire other full and part-time staff for the Associational office as authorized by the Board.

10.0 Special Corporate Acts:

10.1 Execution of Negotiable Instruments: All negotiable instruments, upon approval of the Board, are to be executed by the Executive Secretary and signed by the Treasurer.

10.2 Execution of Deeds, Leases, and Contracts: Deeds, leases and contracts are to be executed by the President and Secretary after approval of the Board at a regular meeting.

10.3 Audits: The Board shall have a Certified Public Accountant firm audit all Associational books once each year and render a report at the second quarterly regular Board meeting after the close of the fiscal year.

10.4 Deposits: All funds of the Association are to be deposited in banks, trust companies and other depositories by the Treasurer as directed by the Board.

10.5 Gifts: The Board may accept any gift, bequest or device for the general or special purposes of the Association.

10.6 Books and Records: The Association shall keep a correct and complete set of books and records of account and shall have minutes of the proceedings of the meetings of the Board and the committees at the Associational Principal office.

11.0 Non-Discrimination: Election, selection or appointment to any office mentioned in the Articles of Incorporation, By-Laws or created by the Board or any officer or agency of the Association shall not be made or denied on the basis of race, color, creed, sex, or national origin.

12.0 Amendment Procedure: The Board may amend these by-laws in the following manner: The amendment must be proposed and read at a regular Board meeting before it is voted upon at a succeeding regular board meeting. The notice sent by the Secretary of the meeting during which the vote will be taken must specify that an amendment will be voted upon and contain a copy of the proposed amendment.

APPENDIX B

QUESTIONNAIRES

I. INSTRUCTIONS TO CANVASSERS

General:
(1) Obtain an answer to all questions.
(2) Mark only one response per question.
(3) Mark response by circling appropriate number.

Specific:

8. Education--only mark the highest level of school attended.

9. & 10. Employment status--if a woman is head of a household, indicate the response under question 9; if the head of a household is not married, or is divorced, there will be no answer for question 10.

12. Occupation--below are some typical occupations within each larger occupational group:

Code
1 No occupation.
2 Farm laborers--self explanatory.
3 Laborers--garagemen, warehousemen, gardeners.
4 Private household--baby sitters, maids, laundresses.
5 Service workers--hospital workers, barbers, chambermaids, and cleaners, cooks, janitors, hairdressers, and counter workers.
6 Operatives--Apprentice mechanics, apprentice bricklayers, apprentice carpenters, bus and cab drivers, deliverymen, routemen, laundry and dry cleaning operatives, switchmen and conductors, truck drivers, and operative manufacturing workers.
7 Craftsmen and foremen--foremen and supervisors, bakers, brickmasons, carpenters, electricians, machinery operators, linemen, train engineers and firemen, auto repairmen, and mechanics, painters, plumbers, member of armed forces, and roofers.
8 Salesworkers--salesmen and sales clerks, real estate agents, insurance agents and demonstrators.
9 Clerical and kindred workers--bookkeepers, collectors, file clerks, mail carriers, postal clerks, receptionists, typists, and secretaries.
10 Managers, officials, proprietors--buyers, floor managers, inspectors, managers, officials and administrators, postmasters.
11 Professional, technical and instructors--dentists, engineers, lawyers, college professors and instructors, physicians, accountants, clergymen, librarians, scientists, nurses, religious and social workers, teachers, technicians, and farm owners and managers.

2. ANSWER SHEET

1. Name______________________________

2a. Address___________________________

QUESTION	RESPONSE												QUESTION
2b.	12	11	10	9	8	7	6	5	4	3	2	1	2b.
3.	12	11	10	9	8	7	6	5	4	3	2	1	3.
4.	12	11	10	9	8	7	6	5	4	3	2	1	4.
5.	12	11	10	9	8	7	6	5	4	3	2	1	5.
6.	12	11	10	9	8	7	6	5	4	3	2	1	6.
7.	12	11	10	9	8	7	6	5	4	3	2	1	7.
8.	12	11	10	9	8	7	6	5	4	3	2	1	8.
9.	12	11	10	9	8	7	6	5	4	3	2	1	9.
10.	12	11	10	9	8	7	6	5	4	3	2	1	10.
11.	12	11	10	9	8	7	6	5	4	3	2	1	11.
12.	12	11	10	9	8	7	6	5	4	3	2	1	12.
13.	12	11	10	9	8	7	6	5	4	3	2	1	13.
14.	12	11	10	9	8	7	6	5	4	3	2	1	14.
15.	12	11	10	9	8	7	6	5	4	3	2	1	15.
16.	12	11	10	9	8	7	6	5	4	3	2	1	16.
17.	12	11	10	9	8	7	6	5	4	3	2	1	17.
18.	12	11	10	9	8	7	6	5	4	3	2	1	18.
19.	12	11	10	9	8	7	6	5	4	3	2	1	19.
20.	12	11	10	9	8	7	6	5	4	3	2	1	20.
21.	12	11	10	9	8	7	6	5	4	3	2	1	21.
22.	12	11	10	9	8	7	6	5	4	3	2	1	22.
23.	12	11	10	9	8	7	6	5	4	3	2	1	23.
24.	12	11	10	9	8	7	6	5	4	3	2	1	24.
25.	12	11	10	9	8	7	6	5	4	3	2	1	25.
26.	12	11	10	9	8	7	6	5	4	3	2	1	26.
27.	12	11	10	9	8	7	6	5	4	3	2	1	27.
28.	12	11	10	9	8	7	6	5	4	3	2	1	28.
29.	12	11	10	9	8	7	6	5	4	3	2	1	29.
30.	12	11	10	9	8	7	6	5	4	3	2	1	30.
31.	12	11	10	9	8	7	6	5	4	3	2	1	31.
32.	12	11	10	9	8	7	6	5	4	3	2	1	32.
33.	12	11	10	9	8	7	6	5	4	3	2	1	33.
34.	12	11	10	9	8	7	6	5	4	3	2	1	34.
35.	12	11	10	9	8	7	6	5	4	3	2	1	35.
36.	12	11	10	9	8	7	6	5	4	3	2	1	36.
37.	12	11	10	9	8	7	6	5	4	3	2	1	37.
38.	12	11	10	9	8	7	6	5	4	3	2	1	38.
39.	12	11	10	9	8	7	6	5	4	3	2	1	39.
40.	12	11	10	9	8	7	6	5	4	3	2	1	40.
41.	12	11	10	9	8	7	6	5	4	3	2	1	41.
42.	12	11	10	9	8	7	6	5	4	3	2	1	42.
43.	12	11	10	9	8	7	6	5	4	3	2	1	43.
44.	12	11	10	9	8	7	6	5	4	3	2	1	44.
45.	12	11	10	9	8	7	6	5	4	3	2	1	45.
46.	12	11	10	9	8	7	6	5	4	3	2	1	46.

3. QUESTIONNAIRE

Part 1. Characteristics of the Head of Household.

Item	Code	Description
1. Name ______________________________		
2a. Address ___________________________		
2b. Area Code		(Determined from location of the residence within the population from which the sample was drawn.)
3. Age		
	1	10-15 years
	2	16-20 years
	3	21-25 years
	4	26-30 years
	5	31-35 years
	6	36-40 years
	7	41-45 years
	8	46-50 years
	9	51-55 years
	10	56-60 years
	11	61-65 years
	12	66 and over
4. Marital Status	1	Married once, spouse present
	2	Married more than once, spouse present
	3	Separated, married once
	4	Separated, married more than once
	5	Other married, married once, spouse absent
	6	Other married, married more than once, spouse absent
	7	Widowed, married once
	8	Widowed, married more than once
	9	Divorced, married once
	10	Divorced, married more than once
	11	Never married
	12	Under 14 years old
5. Race		
	1	White with Spanish surname
	2	White with other than Spanish surname
	3	Negro
	4	Indian
	5	Japanese
	6	Chinese
	7	Filipino
	8	Other

Item	Code	Description
6. Mother Tongue	1	English
	2	Norwegian, Swedish, Danish, Dutch
	3	French
	4	German
	5	Polish, Czech, Russian
	6	Italian
	7	Spanish
	8	Chinese, Japanese
	9	All Arabic
	10	All other Asian
	11	All others
7. Residence in 1962	1	Same house
	2	Different house, same county
	3	Different county, same state
	4	Contiguous state
	5	Noncontiguous state
	6	Other country
	7	Not reported
8. Highest Grade of School Completed	1	None
	2	1-4 years
	3	5-6 years
	4	7-8 years
	5	High School 1-2
	6	High School 3
	7	High School 4
	8	College 1-2-3
	9	College degree
	10	Post graduate study
	11	Graduate degree (M.A.)
	12	Doctorate
9. Employment Status of Head of Household	1	At work full time
	2	At work 3/4 time
	3	At work 1/2 time
	4	Unemployed or working less than 1/2 time, seeking work
	5	Unemployed or working less than 1/2 time, not seeking work
	6	Institutionalized
10. Employment Status of Spouse	1	At work full time
	2	At work 3/4 time
	3	At work 1/2 time
	4	Unemployed or working less than 1/2 time, seeking work
	5	Unemployed or working less than 1/2 time, not seeking work
	6	Institutionalized

	Item	Code	Description
11.	Weeks Worked Last Year	1	Did not work
		2	Less than 14 weeks
		3	14-26 weeks
		4	27-39 weeks
		5	40-47 weeks
		6	48-49 weeks
		7	50-52 weeks
		8	Under 14 years old
12.	Occupation		
		1	No occupation
		2	Farm laborers and farm foremen
		3	Laborers except farm
		4	Private household workers
		5	Service workers, except private household
		6	Operatives and kindred workers
		7	Craftsmen, foremen, and kindred workers
		8	Sales workers
		9	Clerical and kindred workers
		10	Managers, officials and proprietors
		11	Professional, technical, and kindred workers
13.	Place of Work	1	Home
		2	Neighborhood
		3	City--central
		4	City--fringe
		5	County--farm
		6	County--nonfarm
		7	Other county--farm
		8	Other county--nonfarm
		9	Migrant--farm
		10	Migrant--nonfarm (traveling)
		11	Unemployed
14.	Total earnings--1966	1	No earnings or under 14 years
		2	$1-999 or loss
		3	$1,000-1,999
		4	$2,000-2,999
		5	$3,000-3,999
		6	$4,000-4,999
		7	$5,000-5,999
		8	$6,000-6,999
		9	$7,000-9,999
		10	$10,000-14,999
		11	$15,000-24,999
		12	$25,000 and over

Item	Code	Description
15. Wage & Salary Income--1966	1	$1-999
	2	$1,000-1,999
	3	$2,000-2,999
	4	$3,000-3,999
	5	$4,000-4,999
	6	$5,000-5,999
	7	$6,000-6,999
	8	$7,000-9,999
	9	$10,000-14,999
	10	$15,000-24,999
	11	$25,000 and over
16. Other Income in 1966	1	No other income
	2	$1-499
	3	$500-999
	4	$1,000-1,499
	5	$1,500-1,999
	6	$2,000-2,999
	7	$3,000-3,999
	8	$4,000-4,999
	9	$5,000-5,999
	10	$6,000 and over

Part II. Characteristics of the Family

Item	Code	Description
17. Number in Family	1	1
	2	2
	3	3
	4	4
	5	5
	6	6
	7	7
	8	8
	9	9
	10	10
	11	11
	12	12 or more
18. Number of Children in Family in 0-5 Age Group	1	None
	2	1-2
	3	3-4
	4	5-6
	5	7 and over

	Item	Code	Description
19.	Number of Children in Family in 6-10 Age Group	1	None
		2	1-2
		3	3-4
		4	5-6
		5	7 and over
20.	Number of Children in Family in 11-18 Age Group	1	None
		2	1-2
		3	3-4
		4	5-6
		5	7 and over
21.	Number of Children in Family Over 18	1	None
		2	1-2
		3	3-4
		4	5-6
		5	7 and over
22.	Number in Family in Labor Force	1	0
		2	1
		3	2
		4	3
		5	4
		6	5
		7	6
		8	7
		9	8
		10	9
		11	10
		12	11 or more
23.	Number of Family Employed	1	0
		2	1
		3	2
		4	3
		5	4
		6	5
		7	6
		8	7
		9	8
		10	9
		11	10
		12	11 or more

Item	Code	Description
24. Number in Family Unemployed	1	0
	2	1
	3	2
	4	3
	5	4
	6	5
	7	6
	8	7
	9	8
	10	9
	11	10
	12	11 or more
25. Total Family Income in 1966	1	No income
	2	\$1-999 or loss
	3	\$1,000-1,999
	4	\$2,000-2,999
	5	\$3,000-3,999
	6	\$4,000-4,999
	7	\$5,000-5,999
	8	\$6,000-6,999
	9	\$7,000-9,999
	10	\$10,000-14,999
	11	\$15,000-24,999
	12	\$25,000 and over

Part III. Characteristics of Living Facilities

26. Tenure		
	1	Owned
	2	Buying
	3	Renting--lease
	4	Renting--month
	5	Shared with other family
27. Year Built	1	1966-June, 1967
	2	1960-1965
	3	1955-1959
	4	1950-1954
	5	1940-1949
	6	1930-1939
	7	1929 or earlier

Item	Code	Description
28. Number of Rooms (Include bath if attached; do not include garage)	1	1
	2	2
	3	3
	4	4
	5	5
	6	6
	7	7
	8	8
	9	9
	10	10
	11	11
	12	12 or more
29. Water Facilities Private	1	Hot and cold water inside structure
	2	Cold water only inside structure
	3	Piped water outside structure
	4	No piped water
Shared	5	Hot and cold water inside structure
	6	Only cold water inside structure
	7	Piped water outside structure
	8	No piped water
30. Toilet Facilities	1	Flush toilet, exclusive use
	2	Flush toilet, shared
	3	Other toilet facilities, or none
	4	Other toilet facilities, shared
31. Heating Facilities Private	1	Steam or hot water
	2	Warm air furnace
	3	Floor, wall or pipeless furnace
	4	Built in electric
	5	Other means
	6	Not heated
Shared	7	Steam or hot water
	8	Warm air furnace
	9	Floor, wall or pipeless furnace
	10	Built in electric
	11	Other means
	12	Not heated
32. Automobiles Available	1	None
	2	1 automobile
	3	2 automobiles
	4	3 or more

Item	Code	Description
33.		Gross Rent for Renter Occupied Houses or House Payment for Owner Occupied Houses.
	1	Farmland or group quarters whose rent includes land
	2	No cash rent
	3	Rent paid from outside family (government)
	4	Less than $40
	5	$40-49
	6	$50-59
	7	$60-69
	8	$70-79
	9	$80-99
	10	$100-119
	11	$120-149
	12	$150 or more

Part IV. Information Relevant Specifically to the Central Plains Community Action Program.

34.		(For husband) Would you enroll in a job training or skill development course if one were available?
	1	Yes
	2	No
35.		Additional training would be beneficial to me in the following occupation:
	1	Farm machinery operator
	2	Machinist, equipment operator (e.g. cotton gin)
	3	Mechanic, auto, tractor, farm equipment
	4	Construction work: carpenter, painter, brickmason
	5	Construction work: plumber, electrician
	6	Bookkeeper, IBM equipment operator
	7	Elementary or secondary school teacher
	8	Technician (electrical and electronic)
	9	Policeman, fireman, guard
	10	Salesman
	11	Maintenance work: gardener, custodian, etc.
	12	Bus, truck driver
36.		(For wife) Would you desire to go to work? (For those with children) Would you desire to go to work if a day-care center were established to supervise your children without charge while you work?
	1	Yes, have children
	2	No, have children
	3	Yes, no children
	4	No, no children

Item	Code	Description
37.		Additional training would be beneficial to me in the following occupation:
	1	Cook, waitress, household worker
	2	Food processing
	3	Clerk-typist
	4	Seamstress, sewing machine operator
	5	Elementary or secondary school teacher
	6	Bookkeeper
	7	Medical or dental technician, nurse
	8	Saleswoman
	9	Textile manufacturing equipment operator
	10	Teller-cashier
	11	Office machine operator
	12	Receptionist-secretary
38.		How many children in the family would be interested in the Neighborhood Youth Corps?
	1	0
	2	1
	3	2
	4	3
	5	4
	6	5
	7	6
	8	7
	9	8
	10	9
	11	10
	12	11 or more
39.		How many children in the family would be eligible to participate in Operation Head Start?
	1	0
	2	1
	3	2
	4	3
	5	4
40.		How many children in the family would be eligible for and interested in participating in the Job Corps?
	1	0
	2	1
	3	2
	4	3
	5	4
	6	5
	7	6
	8	7 or more

Item	Code	Description
41.		The people of Plainview are doing enough to eliminate poverty and improve the community.
	1	Strongly agree
	2	Moderately agree
	3	No opinion
	4	Moderately disagree
	5	Strongly disagree
42.		I can assist the anti-poverty and community improvement effort in the following way(s):
	1	Donate money
	2	Donate time
	3	Donate facilities, such as books and equipment
	4	(1) and (2) above
	5	(1) and (3) above
	6	(2) and (3) above
	7	All of the above
	8	None of the above
43.		How many hours per month could you serve in this effort, probably in a neighborhood center?
	1	0
	2	1-2
	3	3-4
	4	5-6
	5	7-8
	6	9-10
	7	11-12
	8	13-14
	9	15-16
	10	17-18
	11	19-20
	12	more than 20
44.		Additional education would be beneficial to me at the following level:
	1	Grade school (basic reading, writing, arithmetic)
	2	High school: social science (gov't., history, sociology, etc.)
	3	High school: physical science (chemistry, biology, etc.)
	4	College: first year
	5	College: second year
	6	College: third year
	7	College: fourth year
	8	College: post-graduate

Item	Code	Description
45.		My primary source of information is:
	1	Radio: Plainview station
	2	Radio: Lubbock station
	3	Radio: Amarillo station
	4	Radio: Floydada station
	5	Newspaper: Plainview
	6	Newspaper: Lubbock
	7	Newspaper: Amarillo
	8	Newspaper: Floydada
	9	Television: Lubbock station
	10	Television: Amarillo station
	11	Personal contacts
	12	Uncertain, no response
46.		The most serious problem facing Plainview is:
	1	Inadequate streets and highways
	2	Inadequate education
	3	Poverty
	4	Slum clearance
	5	Inadequate police and fire protection
	6	Inadequate recreational facilities (parks, swimming)
	7	Mosquito control
	8	Better government
	9	Unemployment

PART A: SURVEY OF CURRENT ATTITUDES

This survey probes individual attitudes toward general contemporary issues. There are no right or wrong answers. Please circle the answer which most clearly reflects your personal opinion. Please answer all questions, but circle only one response for each question.

1. The first concern of federal government should be a sound business climate. Then, all other problems would tend to take care of themselves.

   a. True
   b. Generally so
   c. Not quite the case
   d. False premise

2. Government must seek to provide individuals and families with adequate economic opportunity through public programs if necessary.

   a. False
   b. Only in emergencies
   c. On a limited scale
   d. True

3. Government is best limited to settling disputes and providing minimum restrictions on business and individuals.

   a. True
   b. Generally true
   c. Doubtful principle
   d. False

4. Government has a positive function and should be used by the people to promote policies beneficial to the whole community.

   a. False in most cases
   b. Not generally true, infringes on private rights
   c. True in most cases
   d. True

5. Government should provide unemployment insurance and other forms of social insurance to assist business in this responsibility and to maintain the market.

   a. False
   b. True
   c. To a degree, true
   d. Wrong purpose

6. Present social security programs constitute a pattern for future and more extensive programs that are needed now.

   a. False
   b. Modifications may be in order
   c. On a limited scale, true
   d. True

7. Government which governs least governs best.

   a. True
   b. Not always true
   c. A questionable principle
   d. False

8. The United States must continue its programs for developing underdeveloped nations of the world.

   a. False
   b. Yes, to develop and protect markets for U. S. trade
   c. Yes, on a limited scale--to improve their living standards.
   d. True

9. Public welfare programs are:

   a. Wrong, relief is a private affair.
   b. Best left to state and local governments.
   c. Needed on a limited basis from all levels of government.
   d. Best coordinated and carried on by the federal government.

10. Wage and hour legislation is:

    a. Wrong, it should be a contract strictly between employers and employees.
    b. Useful to business when administered by state and local governments.
    c. Satisfactory as it now stands.
    d. Good but should be expanded to cover all workers.

11. The right of labor to organize and bargain collectively should be:

    a. Free from any government interference or protection.
    b. Regulated by law to protect the interests of business and the public.
    c. Protected by law in the public interest.
    d. Guaranteed by law to protect labor unions.

12. Every man individually is responsible for the welfare and prosperity of himself and his family.

    a. True
    b. True, to a large degree
    c. Yes, if the whole society is prosperous and people have equal opportunities.
    d. False, because no man can stand alone.

13. When jobs are scarce, government should take up the slack by:

    a. Direct minimum relief at state and local levels if possible.
    b. Special programs to stimulate job-producing business and industry.
    c. Public works programs to supply needed jobs and encourage business expansion.
    d. All means available, including new legislation to protect and increase the incomes of working people.

14. Taxes should be:

    a. Minimized to support only essential government services.
    b. Adequate to support essential government programs.
    c. Used to stimulate the economy.
    d. Used to stimulate the economy and guarantee equal opportunity to all.

15. Housing and slum clearance problems are matters that are best handled by:

    a. Private property owners acting in their interests.
    b. Local and state agencies closest to the problems.
    c. State and federal programs now in operation but in need of additional implementation.
    d. An expanded and more extensive federal program.

16. Public education is:

    a. Exclusively a local matter.
    b. A function of state and local authorities.
    c. Requires some federal support.
    d. Best administered by the federal government.

17. Government spending should:

    a. Benefit the leaders of business, thereby helping everyone.
    b. Create the most favorable climate possible for the private sector of the economy.
    c. Always serve the best interests of the general public, rather than the few.
    d. Support the underprivileged, working classes primarily.

18. Resources such as electricity, when developed with public funds should be:

    a. Sold to the highest bidder to protect free enterprise.
    b. Transferred to private ownership except for locally operated public utilities.
    c. Operated in the public interest, whether by private or governmental agencies.
    d. Owned and operated by the state or federal government, which is the only agency really representing the public interest.

19. Conservation of natural resources is the responsibility of:

    a. Private enterprise
    b. State and local governments
    c. Government at all levels but coordinated by the federal government in the public interest
    d. The federal government alone, with complete regulatory powers

20. Federal grants-in-aid should be:

    a. Avoided
    b. Limited to public works of value to interstate trade
    c. Used to support additional programs of value to the whole population
    d. Used to persuade state and local governments to implement progressive federal programs.

21. I identify myself with the interests and philosophies of:

    a. The successful businessmen
    b. The middle-classes
    c. The lower, less fortunate classes
    d. Promoters of social planning

22. The best place to find political leadership is among:

    a. Leaders of corporations and industries
    b. Local business and civic leaders
    c. Members of the rank and file who are aware of the people's problems
    d. Those educated and trained for public service

23. The United States of America should:

    a. Stand on its own--free from all foreign entanglements
    b. Promote international commerce to advance prosperity
    c. Take responsibility for helping the less fortunate nations advance
    d. Lead the way in developing world prosperity and an international order guaranteeing the rights and freedom of every individual

24. I generally consider myself a:

    a. Conservative
    b. Moderate Conservative
    c. Moderate Liberal
    d. Liberal

IF YOU HAVE ANY COMMENTS ON THE ABOVE QUESTIONNAIRE, PLEASE INDICATE BELOW.

PART B: EDUCATIONAL SERVICES SURVEY

1. What factors do you think should be used to designate one as an impoverished individual so he would be able to seek educational aid from a multi-county educational service staff?

	Yes / No
(a) size of income stream	________
(b) size of economic estate	________
(c) number of dependents	________
(d) age of dependents	________
(e) health of dependents	________
(f) financial resources of dependents	________
(g) educational level of applicant	________
(h) educational level of dependents	________
(i) other (specify)	________

2. Assuming one or more of your answers to the above was "yes", what dollar amount would designate one as an "impoverished individual"?

Weekly income per dependent (under _____ years) $__________
(Stream sufficient for provision for his shelter clothes, food, medical needs, education, etc.)

Amount of economic estate free of debt per dependent (under _____ years) $__________

Other____ $__________

Services Already Available to Impoverished Individuals

3. In your county, educational services for impoverished individuals are currently being provided by the following types of organizations:

	Yes/No	% of persons serviced by each agency	% of total services being provided each agency
(a) church organization	_____	__________	__________
(b) local charity organization	_____	__________	__________
(c) county school district	_____	__________	__________
(d) independent or local school district	_____	__________	__________
(e) city education programs	_____	__________	__________
(f) county education programs	_____	__________	__________
(g) state education programs	_____	__________	__________
(h) federal education programs	_____	__________	__________
(i) other________________	_____	__________	__________

4. In your opinion, the educational services being offered are:

(a) adequate and no improvement is needed
(b) adequate, but some improvement is needed
(c) inadequate
Explain:

Areas of Educational Services

5. Impoverished persons have educational problems in the following areas:

	Yes / No	% of Total Problems
(a) basic reading skills		
(b) basic writing skills		
(c) elementary mathematics		
(d) basic clerical training (typing, bookkeeping)		
(e) basic industrial arts		
(f) basic farm machinery operation		
(g) basic sales & merchandizing skills		
(h) basic work habits		
(i) consumer education		
(j) other____________________		

6. Areas where educational assistance is currently unavailable include:

	Yes / No
(a) basic reading skills	
(b) basic writing skills	
(c) elementary mathematics	
(d) basic clerical training	
(e) basic industrial arts	
(f) basic farm machinery operation	
(g) basic sales & merchandizing skills	
(h) basic work habits	
(i) consumer education (money management, calculation of interest rates, food preparation, and related activities)	
(j) other____________________________	

	Yes / No
7. I favor a multi-county educational aid program.	
8. I favor a multi-county mobile educational staff.	
9. My county is________________________________.	
10. An educational aid program would receive the co-operation of our county.	

Yes / No

11. An educational aid program would receive my personal cooperation. ________

12. I am a ____________________________ (title or position)

13. Our county can aid in giving educational aid to the impoverished. IN WHAT WAYS: __________________________ ________
____
____

14. I desire an educational aid office established in my county. ________

(a) I think my county would require a staff of _____ educators and/or administrators.
(b) I think my county would require the services of ______________ educators.
% if less than 1

15. Our county could furnish volunteer help in the following areas:

	Yes / No
teachers, instructors	________
administrators	________
typists	________
office help	________

16. I favor the use of the students, faculty and facilities of area educational institutions for educational research, educational aid, instruction, etc. ________

17. State and federal agencies with existing programs may be able to offer educational services. What state agencies could provide educational services in this multi-county area?

AGENCY	SERVICES

18. Which of the above agencies could offer valuable aid and services if its operations were expanded?

AGENCY	ADDITIONAL SERVICES	HOW EXPAND
____________________	________________________	____________
____________________	________________________	____________
____________________	________________________	____________

19. Should a multi-county educational aid program be constructed, a governing committee would need to be selected to give guidance. Two practical avenues of approach are available. One, each of the participating counties could have an advisory committee and one member of that committee would be a member of the multi-county governing committee. Two, there could be only a multi-county governing committee.

		Yes / No
I favor approach One.		
If yes, I think each county's advisory committee should be composed of:	No.	
teachers		
county officials		
businessmen		
federal officials		
impoverished persons		
other		

20. The composition and selection of the multi-county governing board should be:

		Yes / No
21. I favor approach Two.		
If yes, I think the multi-county governing board should consist of the following persons:	No.	
teachers		
county officials		
businessmen		
federal officials		
impoverished individuals		
other		

These should be selected (or elected) in the following manner:

I favor neither approach One or Two.
I favor the following approach.

22. Our county could contribute to the cost of a multi-county educational aid program in the following ways:

	Yes / No		
cash		amount	$
office space		number	
typewriters		number	
classroom space		number	
other equipment		specify	
services		specify	
other		specify	

PART B: LAW ENFORCEMENT SURVEY

1. The incidence of juvenile delinquency and juvenile crime in the area under my jurisdiction is:

   (a) Greater than in comparable areas
   (b) About the same as comparable areas
   (c) Less than in comparable areas

2. The incidence of juvenile delinquency and juvenile crime in the area under my jurisdiction is:

   (a) Greater than in 1960
   (b) About the same as 1960
   (c) Less than in 1960

3. Given current conditions, juvenile delinquency and juvenile crime in the area under my jurisdiction in the future can be expected to:

   (a) Increase
   (b) Remain the same
   (c) Decrease

4. The following children and teenagers, classified according to family income, create the most problems of juvenile delinquency and crime. (Rate 1, 2, 3)

   (a) Above average family income ______
   (b) Average family income ______
   (c) Below average family income ______

5. The following recreational activities for children and teenagers are available within the same area under my jurisdiction:

		ALL YEAR	SUMMER ONLY	SCHOOL YEAR ONLY
	Yes/No	Yes/No	Yes/No	Yes/No
(a) swimming	______	______	______	______
(b) golf	______	______	______	______
(c) dancing	______	______	______	______
(d) baseball	______	______	______	______
(e) drag-racing	______	______	______	______
(f) tennis	______	______	______	______
(g) recreational center	______	______	______	______
1. table tennis	______	______	______	______
2. pool	______	______	______	______
3. volleyball	______	______	______	______
4. badmiton	______	______	______	______
5. others	______	______	______	______

6. The above recreational activities provided within the area of my jurisdiction are located as follows:

	Business District	Neighborhoods	Other (specify)
swimming			
golf			
dancing			
baseball			
drag-racing			
tennis			
recreational center			

7. The following recreational activities are available during the following hours:

	Morn. thru Evening	Mornings Only	Afternoons Only	Evenings Only
swimming				
golf				
dancing				
baseball				
drag-racing				
tennis				
recreational center				

	Morning & Afternoon	Morning & Evening	Afternoon & Evening
swimming			
golf			
dancing			
baseball			
drag-racing			
tennis			
recreational center			

9. The costs of these recreational activities to the individual participating are:

	No Cost	$0.01-$.50	$0.50-$1.00	$1.00 up
swimming				
golf				
dancing				
baseball				
drag-racing				
tennis				
recreational center				

10. The number of participants justifies the costs to the public of providing these activities:

	Yes / No
swimming	______
golf	______
dancing	______
baseball	______
drag-racing	______
tennis	______
recreational center	______

11. These activities are designed and offered primarily to provide recreational activities for youths from:

_____(a) above average income families
_____(b) average income families
_____(c) below average income families

12. Additional programs would lessen juvenile delinquency and juvenile crime in the area under my jurisdiction:

_____(a) Yes
_____(b) No

13. Additional programs can be offered without expanding present facilities:

_____(a) Yes
_____(b) No

14. A neighborhood youth center exists in the area of my jurisdiction:

_____(a) Yes
_____(b) No

15. If a youth center exists, it provides the following programs:

	Yes / No
(a) Job counseling	______
(b) Personal-counseling	______
(c) Educational counseling	______
(d) Arts & Crafts Instruction	______

16. If a neighborhood youth center is not in existence, such a center would be used and beneficial:

_____(a) Yes
_____(b) No

17. There are sufficient part-time job opportunities for all high school students desiring employment.

_____(a) Yes
_____(b) No

18. There are sufficient job opportunities for all high school drop-outs desiring employment.

_____(a) Yes
_____(b) No

19. My position is ______________________________________.

20. My area of jurisdiction is ____________________________.

PART B: LEGAL SERVICES SURVEY

INTRODUCTION

The purpose of this questionnaire is to ascertain the need for, feasibility of, and methodology of construction of a multi-county legal services program partially financed by the Office of Economic Opportunity. Because many counties in West Texas are sparsely populated, it may not be feasible for each county or community to have a separate legal aid establishment; therefore a multi-county rural area program is being considered.

Throughout the survey the phrase "legal services" is used. Concise definition of this phrase is difficult, if not impossible. However, the questions where definition becomes pertinent are so arranged that various services are listed and more may be added by you. As a starting place, the phrase "legal services" includes, but is not exclusively limited, furnishing information and advice to both individuals and groups of individuals concerning legal rights and responsibilities. Also included within this definition would be preventive education.

The responses to the following questions will be used to determine the need, desirability, etc. Please feel free to give your candid opinion to each question.

DEFINITION OF IMPOVERISHED INDIVIDUAL

1. What factors do you think should be used to designate one as an impoverished individual so he would be able to seek legal service help from a multi-county legal services staff?

	Yes / No
Size of income stream	________
Size of economic estate	________
Number of dependents	________
Age of dependents	________
Health of dependents	________
Financial resources of dependents	________
Other (specify)__________________	________
______________________________	________

2. Assuming one or more of your answers to the above was "yes", what dollar amount would designate one as an "impoverished individual"?

Weekly income stream per dependent (under _____ years) Stream sufficient for provision for his shelter, clothes, food, medical needs, education, etc.	$__________
Amount of economic estate free of debt per dependent (under _____ years)	$__________
Other______________________________ ______________________________	$__________

3. In your county legal services for impoverished individuals are currently performed by the following individuals:

	Yes/No	Number of persons in category in county	% of total services being provided
Attorney			
County Judge			
District Judge			
Sheriff			
Justice of the Peace			
County Attorney			
Other (specify)			

4. In your opinion the legal services being offered are:

	Yes / No
adequate and no improvement is needed	
adequate, but some improvement is needed	
inadequate	
nonexistent	

Explain:

5. Impoverished persons have legal problems in the following areas:

	Yes / No	% of total problems
domestic relations		
juvenile		
labor relations		
petty criminal matters		
grand criminal matters		
consumer		
tax		
real estate and housing		
insurance		
other (specify)		

6. Areas where legal assistance is currently unavailable include:

	Yes / No
domestic relations	
juvenile	
labor relations	
petty criminal matters	
grand criminal matters	
consumer	
tax	
real estate and housing	
insurance	
education of rights and responsibilities	
financial counseling	
other (specify)	

MEANS OF ALLEVIATING ANY LEGAL SERVICES DEFICIENCY

Yes / No

7. I favor a multi-county legal services program. ________

8. I favor a multi-county mobile legal staff. ________

9. My county is ______________________________. ________

10. A legal services program would receive the cooperation of our county. ________

11. A legal services program would receive my personal cooperation. ________

12. I am a __________________________.(title or position)

13. Our county can aid in giving legal services to the impoverished. ________
In what ways?____
____

14. I desire a legal aid office established in my county. ________

a. I think my county would require the services of ________________full time sttorneys.
(one or more)

b. I think my county would require the services of________________ attorney. (% if less than 1)
*Explain:*____
____
____

15. Our county could furnish volunteer help in the following areas:

	Yes / No
a. typist	________
b. file clerk	________
c. attorneys (hours per day)__________	________
d. investigating aids	________
e. other (specify)__________	________

16. I favor use of the students, faculty, and facilities of a regional law school for legal research, legal aid help, etc.
Yes__________ No__________

17. State and Federal agencies with existing programs may be able to offer legal services. What state agencies could provide legal services in this multi-county area?

AGENCY	SERVICES

18. Which of the above agencies could offer valuable services if its operation were expanded?

AGENCY	ADDITIONAL SERVICES	HOW EXPAND

19. Our county bar association could help in the following ways;

SUPERSTRUCTURE OF LEGAL SERVICES PROGRAM

Should a multi-county legal services program be constructed, a legal services governing committee would need to be selected to give guidance. Two practical avenues of approach are available. One, each of the participating counties could have an advisory committee and one member of that committee would be a member of the multi-county governing committee. Two, there could be only a multi-county governing committee.

	Yes / No
20. I favor approach One.	________

If yes, I think each county's advisory committee should be composed of:

	Yes / No
attorneys	
county judge	
Justice of the Peace	
county attorneys	
sheriffs	
impoverished persons	
other (specify)	

21. The composition and selection of the multi-county governing board should be:

____

____

____

	Yes / No
22. I favor approach Two.	________

23. If yes, I think the multi-county governing board should consist of the following persons:

	Yes / No	Number
attorneys	________	______
district judges	________	______
county judges	________	______
sheriffs	________	______
impoverished persons	________	______
other (specify)____________ __________________________	________	______

24. These should be selected (or elected) in the following manner:

____

____

	Yes / No
25. I favor neither approach One or Two.	________

I favor the following approach: (specify)

JURISDICTIONAL PROBLEMS

Overlapping and underlapping jurisdictions frequently create legal inequities. For instance, city land use regulations give aid and protection to city dwellers, but in most instances no comparable assistance is available to inhabitants of rural areas.

26. Should legislation and constitutional amendments be sought to dissolve these inequities? Yes______ No______

27. If yes, in what areas would you recommend a legislative study to investigate jurisdictional problems? (specify)

28. Our county could contribute to the cost of a multi-county legal services program in the following ways:

	Yes / No	
cash	________	$__________________
office space	________	AMOUNT____________
typewriters	________	NUMBER____________
other equipment	________	SPECIFY___________ __________________
services	________	__________________
		__________________
other	________	__________________ __________________

PART B: MEDICAL SERVICES SURVEY

INTRODUCTION

The purpose of this questionnaire is to ascertain the need for, feasibility of, and methodology of construction of a multi-county medical services program partially financed by the Office of Economic Opportunity. Because many counties in West Texas are sparsely populated, it may not be feasible for each county or community to have a separate legal aid establishment; therefore a multi-county rural area program is being considered.

Throughout the survey the responses to the following questions will be used to determine the need, desirability, etc. Please feel free to give your candid opinion to each question.

DEFINITION OF IMPOVERISHED INDIVIDUALS

1. What factors do you think should be used to designate impoverished individuals so that they may seek aid from a multi-county medical services staff?

	Yes / No
Size of income stream	________
Size of economic estate	________
Number of dependents	________
Age of dependents	________
Health of dependents	________
Financial resources of dependents	________
Other (specify)__________________	________

CURRENT MEDICAL SERVICES AND NEEDS

2. In your county, medical services for impoverished individuals are currently being performed by the following individuals and agencies:

	Yes / No	No. of Persons in Category in Co.	% of Total Service Provided
General practitioners	________	________	________
County/city hospitals	________	________	________
County/city health organizations	________	________	________
Private endowed hospitals	________	________	________
Charitable foundations	________	________	________
Religious organizations	________	________	________

3. The following medical services being offered are:

Service	Yes / No	Adequate / Inadequate
Blood donor services (public)		
Hygiene education		
Birth control education		
Indigent hospitalization		
Mental Health facilities		
Sex education		
Free health literature		
City/county health centers		
City/county health inspectors		
Other (specify)________		

4a. Impoverished persons have medical problems in the following areas:

b. Areas where medical assistance is currently unavailable include:

	Yes / No	% of total problems	b. Yes / No
Venereal disease			
Respiratory disease			
Circulatory disease			
Malnutrition			
Exposure			
Unsanitary living conditions			
Mental health			
Parasitic ailments			
Other infectious diseases			
Others (specify)________			

MEANS OF ALLEVIATING ANY MEDICAL DEFICIENCY

	Yes / No
5. I favor a multi-county medical services program.	
6. I favor a multi-county medical mobile staff.	

7. My county is ________________________.

8. A medical services program would receive the cooperation of the county.	
9. A medical services program would receive my personal cooperation.	

10. I am a ________________________.
(title or position)

11. Our county can aid in giving medical services to the impoverished. ________
In what ways?________________________________

____

Yes / No

12. I desire a medical aid office established in my county. ________

    a. I think my county would require the services of ______ full time physicians.
    b. I think my county would require the services of ______ physician. (% if less than 1)

13. Our county could furnish volunteer help in the following areas:

    a. typist ________
    b. file clerk ________
    c. nurses ________
    d. doctors ________
    (Hours Per Day)__________
    e. other (specify)____

14. I favor the use of students, faculty, and facilities of a regional medical school for medical research and aid. ________

15. State and Federal agencies with existing programs may be able to offer medical services. What state agencies could provide medical services in this multi-county area?

AGENCY	SERVICES

16. Which of the above agencies could offer valuable services if its operation were expanded?

AGENCY	ADDITIONAL SERVICES	HOW EXPAND

17. Our county medical association could help in the following ways:

SUPERSTRUCTURE OF MEDICAL SERVICES PROGRAM

Should a multi-county medical services program be constructed, a medical services governing committee would need to be selected to give guidance. Two practical avenues of approach are available. One, each of the participating counties could have an advisory committee and one member of that committee would be a member of the multi-county governing committee. Two, there could be only a multi-county governing committee.

18. I favor approach One. Yes / No ________

If yes, I think each county's advisory committee should be composed of:

	Yes / No	Number
physicians		
other medical personnel		
educators		
clergy		
impoverished persons		
businessmen		
other		

19. The composition and selection of the multi-county governing board should be:

____

____

20. I favor approach Two. Yes / No ________

If yes, I think the multi-county governing board should consist of the following persons:

	Yes / No	Number
physicians		
other medical personnel		
educators		
clergy		
impoverished persons		
businessmen		
other (specify)		

21. I favor neither approach One or Two. I favor the following approach:

22. Our county would contribute to the cost of a multi-county medical services program in the following ways:

	Yes / No	Amount
Cash		
Office space		
Office equipment		
Medical equipment		
Hospital service		
Mobile medical service		
Other (specify)________		

PART C: GENERAL INFORMATION SURVEY

1. I would rank the major problems confronting this city and its surrounding area as follows: (Rank from 1 to 9 in order of seriousness.)

   a. Crime and/or juvenile delinquency ____
   b. Deteriorating and/or inadequate streets and highways ____
   c. Inadequate education system ____
   d. Elimination of poverty ____
   e. Slum clearance and urban renewal ____
   f. Slow economic growth ____
   g. Insufficient employment opportunities ____
   h. Inadequate water supply and/or other utilities ____
   i. Other (specify)________________ ____

2. I would consider the revenue obtained from taxes sufficient to eliminate the problems confronting this area:

   a. adequate ____
   b. slightly inadequate ____
   c. grossly inadequate ____

3. If required, additional tax revenue can be secured by:

   a. increasing the tax base ____
   b. increasing the tax rate ____
   c. increasing both the tax base and tax rate ____
   d. utilizing new taxes (specify)________________

4. If required, the tax revenue of this area can be supplemented by the following:

   Yes / No
   a. bonds ____
   b. state grants ____
   c. federal grants ____
   d. contributions ____
   e. public enterprises (swimming pool, golf course, etc.) ____
   f. other (specify)________________ ____

5. I would estimate the percentage composition of sources of revenues as follows:

   %
   a. tax revenue ____
   b. state grants ____
   c. federal grants ____
   d. contributions ____
   e. public enterprises ____
   f. other (specify) ____

6. The tax revenue supplemented by all other sources is sufficient to eliminate the major problems of this area:
Specify:

Yes / No

a. at the county level ________
1.
2.
3.

b. at the city level ________
1.
2.
3.

c. at the private level ________
1.
2.
3.

7. List the plans that will be implemented in the future to eliminate the major problems:
Specify:

a. at the county level
1.
2.
3.

b. at the city level
1.
2.
3.

c. at the private level
1.
2.
3.

8. The long-range planning body for this area is ________________________.

9. The functions of this long-range planning body are:

10. The official positions or status of the individuals who comprise this body are:

11. The area of responsibility of this long-range planning body is________.

12. My official position is ____.

APPENDIX C

FORTRAN IV PROGRAMS: IBM 7040

PART A: Methodology

Introduction

Computer routines were developed to analyze the following data: (1) Part A of the Survey Questionnaire (Current Attitude Survey) sent to a cross-section of political, business and religious leaders in the study area; (2) the census of Plainview, Texas, taken during the Fall of 1967; (3) data from the 1960 U. S. Census of Population for the 19-county study area and for the Lubbock Standard Metropolitan Statistical Area (S.M.S.A.). Part A of the Survey Questionnaire was analyzed in a descriptive manner to determine the attitudes of respondents. The census of Plainview was taken and the data analyzed to measure the characteristics of the population, and to evaluate the effectiveness of the questionnaire developed for the census. If successful, the questionnaire could be used in intercensal years to bring U. S. Census data up to date, and to provide data which are more disaggregated, and hence, more useful. The U. S. Census data were analyzed to determine statistically the relationships between factors relating to poverty.

User's Information

(1) The principal variables in the routine for Part A of the Survey Questionnaire are:

SCØRE	which is the doubly-dimensioned array of length at least the number of questionnaires received by the number of questions tabulated (here 200 X 24);
AREA	which is an array of length at least the number of questionnaires of which AREA(I) is the area from which the Ith questionnaire came;
AJØB	which is an array of length at least the number of questionnaires of which AJØB(I) is the occupation of the Ith questionnaire respondent;
DIST	which is an array of length eight used for a work array. (This is used to tabulate the number of specific replies to each question and to construct a histogram.);
MATCH	which is an array of length at least the number of questionnaires such that MATCH(I) = 0 if the Ith respondent mistyped his political attitude and MATCH(I) = 1 if the respondent correctly typed his political attitude. (The typing question is question twenty-four.).

The program works assuming that the data are punched according to the following codes:

1	if the respondent answered "a";
2	if the respondent answered "b";
3	if the respondent answered "c";
4	if the respondent answered "d";
5	if the respondent failed to answer or marked more than one response.

The user should be careful of input formats. If the number of questions or the number of possible responses to each question is changed, DØ loop maximum numbers and the IF statements should be examined to determine if they are correct for the change.

(2) The principal variables used in the routine for the Plainview census are:

INPUT	which is the array of length greater than or equal to MQ which contains at the Nth step the responses of the Nth questionnaire in the Mth area;
NUM	which is the doubly-dimensioned array of length greater than or equal to MQ by MA which contains the cumulative total response in each area for each answer;
NA	which is the doubly-dimensioned array of length greater than or equal to MQ by MA which contains the cumulative total response for all of Plainview for each answer;
IA	which is the doubly-dimensioned array of length greater than or equal to MQ by 2 for which the (I,1) element is a six-element alphanumeric code for the Ith question and the (I,2) element is the maximum number of possible responses to question I. (Note that the response to question I must be an integer 0 (or blank for no response),1,...,IA(I,2);
MQ	which is the maximum number of questions asked in each questionnaire;
MA	which is the maximum number of areas;
JA	which is a six-element alphanumeric code for the Mth area;
NQ	which is the number of questionnaires in the Mth area.

If it is desired to use other data, care should be taken that 902 FØRMAT is correct for the other data as well as changing 907 FØRMAT if desired.

(3) To call this subroutine, used in analyzing the U. S. Census data, use the following call sequence:

CALL FAKTØR(INC,SIGMA,S11,S12,S22,NS,NC,NS2,RC,CD,E,IN,CØR), where

INC	is an array of length NS for which the Kth element is a six-element alphanumeric code for the Kth variable, supplied by the user;
SIGMA	is a doubly-dimensioned NS X NC array containing the NC X NC sample variance-covariance (or correlation) matrix of the U. S. Census data, supplied by the user;
S11	is the variance (or =1) of the first variable;
S12	is the array of length NS1 which is the covariance (or correlation) of variable one with all other variables;
S22	is the NS2 X NS2 doubly-dimensioned array which is the variance-covariance (or correlation) matrix of all variables excluding variable one;
NS	is the maximum dimension of the first argument of SIGMA, supplied by the user;
NC	is the number of variables actually used (also the actual dimensions of SIGMA), supplied by the user;
NS2	= NS-1, supplied by the user;
RC	is the array of length NS2 used by the subroutine ANALYS for regression coefficients;
CD	is used for multiple correlations;
E	is an error term which is supplied by the user and should be approximately 10^{-6} times the absolute value of the maximum element of SIGMA;
IN	is an array of length NS used as a work matrix;
CØR	is an array of length NS used as a work matrix.

FAKTØR calls the routine ANALYS which calls the pseudoinverse routine GINV2M. Any inverse routine will work in place of GINV2M. /Burras, Rust and Schneeberger, "A Simple Algorithm for Computing the Generalized Inverse of a Matrix," COMMUNICATIONS OF THE A.C.M., May, 1966, pp. 381-387./

FAKTØR first calculates the multiple correlation of all other variables upon the first variable as well as the accompanying regression coefficients. Next one variable at a time is removed and the multiple correlation and regression coefficients are calculated. The multiple correlations are then compared. The variable with the largest multiple correlation is then deleted and the process is repeated until all variables are deleted. To produce a variance-covariance matrix, a correlation matrix, and to output these matrices as well as to use them in FAKTØR, three routines, VRANTZ, CØRLAT, AND ØUTA were used.

VRANTZ calculates means and the variance-covariance matrix of the raw data. The calling sequence is:

CALL VRANTZ(H,MR,NR,NC,NS,SIGMA,ARMEAN), where

H	is the MR X NC doubly-dimensioned array of raw data, supplied by the user;
MR	is the maximum number of data points, supplied by the user;
NR	is the actual number of data points, supplied by the user;
NC	is the number of variables for which means and a variance-covariance matrix is to be calculated, supplied by the user;
NS	is the maximum number of variables (also the maximum first dimension of SIGMA), supplied by the user;
SIGMA	is the NS X NC variance-covariance matrix;
ARMEAN	is the array of dimension NC of means.

Note that the data are indexed by the first dimension of H and that the variables are indexed by the second dimension of H.

CØRLAT calculates a correlation matrix from a variance-covariance matrix. The calling sequence is:

CALL CØRLAT(S,MR,NR,E,KZ), where

S	is the MR X NR variance-covariance matrix, supplied by the user. (On output, the routine places the correlation matrix in this array;
MR	is the maximum first dimension of S, supplied by the user;
NR	is the actual dimension of S (S is actually NR X NR), supplied by the user;

E	is a zero-error tolerance, supplied by the user. It is suggested that this be approximately 1.0 X 10^{-7} or 1.0 X 10^{-8} times the maximum number in S;
KZ	is 1 if S has non-zero diagonal terms and is 0 otherwise. This is calculated by the routine.

ØUTA outputs the transpose of a matrix in "1PE" format. The calling sequence is:

CALL ØUTA(SIGMA,MR,NR,NC,KZ), where

SIGMA	is the MR X NC matrix to be outputed, supplied by the user;
MR	is the maximum first dimension of SIGMA, supplied by the user;
NR	is the actual first dimension of SIGMA, supplied by the user;
NC	is the second dimension of SIGMA, supplied by the user;
KZ	is the integer, supplied by the user, such that if KZ = 0, ØUTA outputs to unit 6 (printer) only, or if KZ = 1, ØUTA outputs both to unit 6 and to unit 7 (punched cards.).

Method

Consider a variance-covariance (or correlation) matrix $S = (s_{ij})_{i,j=1}^{NC}$. By definition, $s_{ij} = s_{ji}$ for i,j=1,...,NC, and S is positive-definite. /Graybill, AN INTRODUCTION TO LINEAR STATISTICAL MODELS, p. 3/

Partition $S = \begin{pmatrix} s_{11} & S_{12} \\ S_{21} & S_{22} \end{pmatrix}$, where $S_{12} = (s_{12}, s_{13}, \ldots, s_{1NC}) = S_{21}^T$, where "T" indicates transpose. Thus, $S_{22} = (s_{ij})_{i,j=2}^{NC}$.

The multiple correlation of all other variables on the first variable is defined to be $\dfrac{(S_{12}S_{22}^{+}S_{21})^{\frac{1}{2}}}{s_{11}}$, where "+" indicates pseudoinverse (inverse if S_{22} is full rank). /Anderson, AN INTRODUCTION TO MULTIVARIATE STATISTICAL ANALYSIS/, p.32/ A^+ is said to be the pseudoinverse of A if the following are satisfied:

$$AA^{+}A = A$$

$$A^{+}AA^{+} = A^{+}$$

$$(AA^{+})^{T} = AA^{+}$$

$$(A^{+}A)^{T} = A^{+}A$$

It is easily seen that if A has an inverse, the inverse satisfies the above conditions.

Multiple correlation of all variables on the first is a measure of how much of the variability of the first variable depends upon the rest. Thus, when one variable at a time is removed and the multiple correlations are calculated and compared, the variable with the smallest relationship to the first variable will have the highest multiple correlation. Thus an order of relationship can be established by deleting the variable with the highest multiple correlation and repeating the procedure with the remaining variables. Furthermore, computer time is minimized by this method.

PART B: Program Listings

Attitude Survey Program

```
      DIMENSIØN SCØRE(200,24),AREA(200),AJØB(200),DIST(8),MATCH(200)
C     NQR=NUMBER ØF QUESTIØNAIRES RECEIVED,TØ BE SPECIFIED BELØW
C     NJØB=NUMBER ØF ØCCUPATIØN CATAGØRIES,TØ BE SPECIFIED BELØW
      NQR=135
      NJØB=20
      NAREA=26
      DØ 1 KARD=1,NQR
      READ(5,10) AREA(KARD),AJØB(KARD),(SCØRE(KARD,I) ,I=1,24)
   10 FØRMAT(3X,2F2.0,24F1.0)
      WRITE(6,11) KARD,AREA(KARD),AJØB(KARD),(SCØRE(KARD,I),I=1,24)
   11 FØRMAT(1H0,I4,2F4.0,24F3.0  )
    1 CØNTINUE
      DØ 2 I=1,NQR
      DØ 2 J = 1,24
      IF((ABS(SCØRE(I,J)-1.0)).LE.0.125) GØ TØ 111
      IF((ABS(SCØRE(I,J)-2.0)).LE.0.125) GØ TØ 112
      IF((ABS(SCØRE(I,J)-3.0)).LE.0.125) GØ TØ 113
      IF((ABS(SCØRE(I,J)-4.0)).LE.0.125) GØ TØ 114
      IF((ABS(SCØRE(I,J)-5.0)).LE.0.125) GØ TØ 115
  111 SCØRE(I,J)=-2.0
      GØ TØ 2
  112 SCØRE(I,J)=-1.0
      GØ TØ 2
  113 SCØRE(I,J)=1.0
      GØ TØ 2
  114 SCØRE(I,J)=2.0
      GØ TØ 2
  115 SCØRE(I,J)=0.0
    2 CØNTINUE
      WRITE(6,116)
  116 FØRMAT(1H1, 37HTHE FØLLØWING IS THE TRANSFØRMED DATA / 1X,12HQUEST
     1IØNAIRE ,1X,4HAREA ,1X,10HØCCUPATIØN  )
      DØ 3 I=1,NQR
      WRITE(6,30) I,AREA(I),AJØB(I),(SCØRE(I,J),J=1,24)
   30 FØRMAT(1H0,5X,I3,5X,F4.0,F9.0,6X,24F3.0)
    3 CØNTINUE
      X=0.0
      S=0.0
      Y=24*NQR-1
      EN=24*NQR
      DØ 4 I=1,NQR
      DØ 4 J=1,24
      X=X+SCØRE(I,J)
    4 S=S+(SCØRE(I,J))**2
      X=X/EN
      S=SQRT(ABS((S-EN*X**2)/Y))
      WRITE(6,5) X,S
    5 FØRMAT(1H0 //// 24H THE ØVERALL AVERAGE IS ,1PE14.7,37H .  THE SAM
     2PLE STANDARD DEVIATIØN IS  ,1PE14.7////)
```

```
      DØ 55 INDEX=1,8
   55 DIST(INDEX)=0.0
      DØ 56 I=1,NQR
      DØ 56 J =1,24
       INDEX=SCØRE(I,J)+3.50
   56 DIST(INDEX)=DIST(INDEX)+1.0
      WRITE(6,57)
   57 FØRMAT(1H0, 51HTHE NUMBER ØF REPLIES ØF EACH TYPE IS GIVEN BELØW
     3/ 5H TYPE ,6HNUMBER  )
      DØ 6 INDEX=1,5
      K=INDEX-3
      WRITE(6,58) K,DIST(INDEX)
   58 FØRMAT(1H ,I3,F6.0)
      DIST(INDEX)=0.0
    6 CØNTINUE
      X=0.0
      S=0.0
       Y=24.0
      EN=23.0
      DØ 59 I=1,NQR
      DØ 60 J=1,24
      X=X+SCØRE(I,J)
   60 S=S+(SCØRE(I,J))**2
      X=X/Y
      S=SQRT(ABS(S-Y*X**2)/EN)
      IF((ABS(X-SCØRE(I,24))).LT.0.5 ) GØ TØ 9
      MATCH(I)=0
      GØ TØ 8
    9 MATCH(I)=1
    8 WRITE(6,7) I,X,S,MATCH(I)
    7 FØRMAT(1H0,17HFØR QUESTIØNAIRE ,I3,22H THE AVERAGE REPLY IS ,1PE14
     4.7,39H , AND THE SAMPLE STANDARD DEVIATIØN IS ,1PE14.7,17H MATCH I
     5NDICATØR=  ,I2  )
        IND=2.0*X+5.0
      DIST(IND)=DIST(IND)+1.0
      X=0.0
      S=0.0
   59 CØNTINUE
   12 KØUNT=C
      DØ 61 I=1,NQR
   61 KØUNT=KØUNT+MATCH(I)
      WRITE(6,1112) KØUNT,NQR
 1112 FØRMAT(1H0,18HIN ALL, THERE WERE ,I3,44HCØNSISTENT SELF-APPRAISALS
     5ØUT ØF A TØTAL ØF ,I3,24H QUESTIØNAIRES RECEIVED.  )
      DØ 13 IND=1,8
      WRITE(6,14) IND, DIST(IND)
   14 FØRMAT(1H0,13HFØR CATEGØRY ,I3,38H, THE NUMBER ØF CØNTAINED AVERAG
     6ES IS    , F6.1  )
   13 CØNTINUE
      DØ 62 J=1,NAREA
      X=0.0
      S=0.0
      EN=0.0
      DO 63 I=1,NQR
      IF( (ABS(AREA(I)-FLOAT(J))).GT.0.125 ) GO TO 63
   99 EN=EN+1.0
      DO 64 K=1,24
      X=X+SCORE(I,K)
   64 S=S+(SCORE(I,K))**2
   63 CONTINUE
      X=X/(24.0*EN)
      S=SQRT(ABS(S-24.0*EN*X**2)/(24.0*EN))
      WRITE(6,65) J,X,S, EN
   65 FORMAT(1H0, 9HFOR AREA ,I3,15H,THE AVERAGE IS ,1PE14.7,39H, AND TH
     7E SAMPLE STANDARD DEVIATION IS  ,1PE14.7, 9H NO.RECD=,F7.0  )
   62 CONTINUE
   98 DO 66 J=1,NJOB
      X=0.0
      S=0.0
      EN=0.0
      DO 67 I=1,NQR
      IF( (ABS(AJOB(I)-FLOAT(J))).GT.0.125 ) GO TO 67
  100 EN=EN+1.0
      DO 68 K=1,24
      X=X+SCORE(I,K)
   68 S=S+(SCORE(I,K))**2
   67 CONTINUE
      X=X/(24.0*EN)
      S=SQRT(ABS((S-24.0*EN*X**2)/(24.0*EN )) )
      WRITE(6,69) J,X,S,EN
   69 FORMAT(1H0,19HFOR OCCUPATION TYPE ,I3,16H THE AVERAGE IS ,1PE14.7,
     832H, AND THE STANDARD DEVIATION IS  ,1PE14.7 , 9H NO.RECD=,F7.0 )
   66 CONTINUE
  101 CALL EXIT
      END
```

<u>Plainview Survey Program</u>

```
      DIMENSION INPUT(44),NUM(44,12),NA(44,12),IA(44,2)
      MQA=0
      READ(5,900) MA,MQ
  900 FORMAT(2I3)
      DO 1 I=1,MA
      DO 1 J=1,MQ
      NA(J,I)=0
    1 NUM(J,I)=0
      DO 2 I=1,MQ
    2 READ(5,901) IA(I,1),IA(I,2)
  901 FORMAT(A6,1X,I3)
      DO 3 M=1,MA
      READ(5,901) JA,NQ
      DO 4 N=1,NQ
      MQA=MQA+1
      READ(5,902) (INPUT(I),I=1,MQ)
```

```
902 FØRMAT(5X,2I2,I1,I2,I1,I2,3I1,6I2,4I1,4I2,2I1,I2,2I1,I2,I1,I2,I1,
   2 I2,I1,2I2,4I1,I2,I1,I2,I1)
    DØ 5 I=1,MQ
    K=INPUT(I)
    IF(K.EQ.0) GØ TØ 5
    NUM(I,K)=NUM(I,K)+1
  5 CØNTINUE
  4 CØNTINUE
    WRITE(6,903) JA,NQ
903 FØRMAT(1H1,5H FØR  ,A6,5H AND  ,I3,31H QUESTIØNAIRES, THE TØTALS A
   2RE    ////)
    DØ 6 I=1,MQ
    K=IA(I,2)
    NZ=0
    WRITE(6,904)IA(I,1)
904 FØRMAT(1H0,10X,9HQUESTIØN  ,A6/)
    DØ 7 J=1,K
    NZ=NZ+NUM(I,J)
    WRITE(6,905) J,NUM(I,J)
905 FØRMAT(11X,I2,3X,I3)
    NA(I,J)=NA(I,J)+NUM(I,J)
  7 NUM(I,J)=0
    WRITE(6,906) NZ
906 FØRMAT(11X,26H TØTAL NØNZERØ RESPØNSE =  ,I3)
    NZ=NQ-NZ
908 FØRMAT(11x,23H TØTAL ZERØ RESPØNSE =  ,I3)
  6 WRITE(6,908) NZ
  3 CØNTINUE
    WRITE(6,907) MQA
907 FØRMAT(1H1,16H FØR A TØTAL ØF  ,I3,52H QUESTIØNAIRES, THE TØTALS F
   2ØR ALL ØF PLAINVIEW ARE  ////)
    DØ 8 I=1,MQ
    K=IA(I,2)
    NZ=0
    WRITE(6,904) IA(I,1)
    DØ 9 J=1,K
    NZ=NZ+NA(I,J)
  9 WRITE(6,905) J,NA(I,J)
    WRITE(6,906) NZ
    NZ=MQA-NZ
  8 WRITE(6,908) NZ
    CALL EXIT
    END
```

Census Data Programs: 19-County Routine

```
    DIMENSIØN        S12(1,10),S22(10,10),RC(10,1),CD(1,1)
    DIMENSIØN H(19,11),INC(11),IND(11),SIGMA(11,11),ARMEAN(11)
    DIMENSIØN IN(11),CØR(11)
    NS1=1
    NS2=9
    NT=-5
    NR=19
```

```
      MR= NR
      NS=11
      NC=0
      READ(5,1)  INDM,NCAT
      READ(5,1)  (IND(I),I = 1,INDM)
    1 FØRMAT(40I2)
      DØ 100 K = 1,NCAT
      READ(5,2) I3,I2,I1
      IF(NR.GT.I2) NR=I2
    2 FØRMAT(2X,A6,3X,I3,10X,I3)
      INC(K) = I3
      WRITE(6,6)
      DØ 100 J = 1,I1
      NC = NC + 1
      READ(5,3)  (H(I,NC),I =1,I2)
      I3 = IND(NC)
      wRITE(6,2) I3,NC
      WRITE(6,3)  (H(I,NC),I =1,I2)
    3 FØRMAT(8F10.0)
      DØ 99 I=1,I2
      TEMP=H(I,NC)
      IF(TEMP.EQ.0.0) GØ TØ 99
      H(I,NC)=TEMP**I3
   99 CØNTINUE
  100 CØNTINUE
      I3 = 1
      DØ 101 K = 1,NCAT
      WRITE(6,4)  INC(K),I3,NR,IND(K)
    4 FØRMAT( 1H1,19H IN THE DATA BLØCK  ,A6,12H, THERE ARE ,I2,15H CATA
     2GØRIES IN ,I2,30H AREAS.  THE PØWER FACTØRS ARE  //(24(3X,I2))//)
      WRITE(6,5)  (H(I,K), I = 1,NR)
    5 FØRMAT(8(2X,1P1E14.7))
  101 CØNTINUE
      CALL VRANTZ(H,MR,NR,NC,NS,SIGMA,ARMEAN)
      WRITE(6,6)
    6 FØRMAT(1H1)
      DØ 103 K = 1,NCAT
      WRITE(6,7)  INC(K),NR,I3,ARMEAN(K)
    7 FØRMAT(1X,A6,3X,I3,7H AREAS ,3X,I3,26H CATAGØRIES - MEAN VALUES  ,
     2(8F10.2)///)
  103 I3 = I2 + 1
      KZ=0
      WRITE(6,8)
    8 FØRMAT(34H VARIANCE-CØVARIANCE MATRIX SIGMA  ////)
      CALL ØUTA(SIGMA,NS,NC,NC,KZ)
      EN = NC
      E = EN*10.**(NT)
      CALL FAKTØR(INC,SIGMA,S11,S12,S22,NS,NC,NS2,RC,CD,E
     2,IN,CØR)
      CALL   CØRLAT(SIGMA,NS,NC,E,KZ)
      WRITE(6,6)
      WRITE(6,9) KZ
    9 FØRMAT(31H CØRRELATIØN MATRIX SIGMA, KZ=  ,I2////)
```

```
      KZ=0
      CALL ØUTA(SIGMA,NS,NC,NC,KZ)
      WRITE(6,6)
      CALL EXIT
      END


      SUBRØUTINE VRANTZ(H,MR,NR,NC,NS,SIGMA,ARMEAN)
      DIMENSIØN H(MR,NC),SIGMA(NS,NC),ARMEAN(NC)
      EN=NR
      EN1=NR - 1
      DØ 200 I = 1,NC
      W = 0.0
      DØ 201 J = 1,NR
  201 W = W + H(J,I)
  200 ARMEAN(I) = W/EN
      DØ 202 I = 1,NC
      DØ 202 J = 1,NC
      W = 0.0
      DØ 203 K = 1,NR
  203 W = W + H(K,I)*H(K,J)
  202 SIGMA(I,J) =(W-EN*ARMEAN(I)*ARMEAN(J))/EN1
      RETURN
      END


      SUBRØUTINE CØRLAT(S,MR,NR,E,KZ)
      DIMENSIØN S(MR,NR)
      KZ = 1
      DØ 300 I = 1,NR
      DIAG = ABS(S(I,I))
      IF(DIAG.GT.E) GØ TØ 301
      KZ = 0
      GØ TØ 300
  301 DIAG=SQRT(DIAG)
      DØ 302 J = 1,NR
      SIJ=S(I,J)
      S(I,J)=SIJ/DIAG
      SIJ=S(J,I)
      S(J,I)=SIJ/DIAG
  302 CØNTINUE
  300 CØNTINUE
      RETURN
      END


      SUBRØUTINE FAKTØR(INC,SIGMA,S11,S12,S22, NS   ,NC,NS2,
     2RC,CD,E,IN,CØR)
      DIMENSIØN INC(NS),SIGMA(NS,NC),S12(NS2),S22(NS2,NS2),
     2RC(NS2),IN(NS),CØR(11)
```

```
      CD=SIGMA(1,1)
      S11=CD
      WRITE(6,1)
      WRITE(6,7)  CD
    7 FØRMAT(7H S11 =  ,1P1E14.7//   )
    1 FØRMAT(1H1)
      DØ1400 I=2,NC
      II=I-1
      S12(II)=SIGMA(1,I)
      DØ 1400 J=2,NC
      JJ=J-1
 1400 S22(II,JJ)=SIGMA(I,J)
      CALL ANALYS(S11,S12,S12,S22,1,NS2,NC,RC,CD,E,NS2,KZ)
      IF(KZ.GT.0) GØ TØ 1412
      WRITE(6,8)
    8 FØRMAT(//33H NØT FULL RANK FØR ALL VARIABLES   //)
 1412 WRITE(6,2) CD,(INC(I+1),RC(I),I=1,NS2)
    2 FØRMAT(/////44H MULTIPLE CØRRELATIØN WITH ALL VARIABLES IS  ,
     21P1E14.7//29H REGRESSIØN CØEFFICIENTS ARE  /(5X,A6,6X,1P1E14.7/))
      DØ 1401 I=2,NC
 1401 IN(I)=1
      DØ 1402 L=2,NC
      WRITE(6,1)
      DØ 1403 K=2,NC
      IF(IN(K).EQ.0) GØ TØ 1405
      II=0
      DØ 1408 I=2,NC
      IF(I.EQ.K) GØ TØ 1408
      IF(IN(I).EQ.0) GØ TØ 1408
      II=II+1
      S12(II)=SIGMA(1,I)
      JJ=0
      DØ 1404 J=2,NC
      IF(J.EQ.K) GØ TØ 1404
      IF(IN(J).EQ.0) GØ TØ 1404
      JJ=JJ+1
      S22(II,JJ)=SIGMA(I,J)
 1404 CØNTINUE
 1408 CØNTINUE
      CALL ANALYS(S11,S12,S12,S22,1,NS2,NC,RC,C,E,II,KZ)
      IF(KZ.GT.0) GØ TØ 1413
      WRITE(6,9) INC(K)
    9 FØRMAT(//24H NØT FULL RANK REMØVING   ,A6//)
 1413 CØR(K)=C
      WRITE(6,6) INC(K)
    6 FØRMAT(34H REGRESSIØN CØEFFICIENTS REMØVING    ,A6)
      JJ=0
      DØ 1411 I=2,NC
      IF(I.EQ.K) GØ TØ 1411
      IF(IN(I).EQ.0) GØ TØ 1411
      JJ=JJ+1
      WRITE(6,5) INC(I,3),RC(JJ)
    5 FØRMAT(6X,A6,6X,1P1E14.7)
```

```
1411 CØNTINUE
     GØ TØ 1403
1405 CØR(K)=(-1.0)
1403 CØNTINUE
     BIG=CØR(2)
     LARGE=2
     DØ 1406 I=3,NC
     IF(CØR(I).LE.BIG) GØ TØ 1406
     LARGE=I
     BIG=CØR(I)
1406 CØNTINUE
     IN(LARGE)=0
     WRITE(6,10)
  10 FØRMAT(///)
     WRITE(6,3) II,INC(1),INC(LARGE),BIG
   3 FØRMAT( 5H FØR ,13,24H FACTØRS CØRRELATING ØN ,A6,15H REMØVE FACTØ
    2R ,A6,26H. IT HAD A CØRRELATIØN ØF ,E14.7/27H THE REMAINING FACTØR
    3S ARE //)
     DØ 1407 I=1,NC
     IF(IN(I).EQ.0) GØ TØ 1407
     WRITE(6,4) INC(I), CØR(I)
   4 FØRMAT(5X,A6,5X,E14.7)
1407 CØNTINUE
1402 CØNTINUE
     RETURN
     END



     SUBRØUTINE ANALYS(S11,S12,S21,S22,NS1,NS2,NC,RC,CD,E,N,KZ)
     DIMENSIØN S11(NS1,NS1),S12(NS1,NS2),S21(NS2,NS1),S22(NS2,NS2)
     DIMENSIØN RC(NS2,NS1),CD(NS1,NS1)
     EE=E**2
     CALL GINV2M(S22,NS2,N,N,KZ,EE)
     DØ 500 I = 1,N
     DØ 500 J = 1,NS1
     W = 0.0
     DØ 501 K = 1,N
 501 W = W + S22(K,I)*S21(K,J)
 500 RC(I,J) = W
     DØ 502 I = 1,NS1
     DØ 502 J = 1,NS1
     W = 0.0
     DØ 503 K = 1,N
 503 W = W + S12(I,K)*RC(K,J)
     U=S11(I,J)
     IF(ABS(U).LT.E) GØ TØ  505
     U=W/U
     IF(U.LT.0.0)GØ TØ 504
     CD(I,J)=SQRT(U)
     GØ TØ 502
 505 WRITE(6,2) I,J,U,W
```

```
    2 FØRMAT(//6H THE (,I3,1H,,I3,13H ELEMENT IS  ,1P1E14.7,32H. THE REG
     2RESSIØN CØEFFICIENT IS  ,1P1E14.7//)
      CD(I,J)=0.0
  502 CØNTINUE
      RETURN
  504 WRITE(6,1)
    1 FØRMAT(15H CD MATRIX BAD  )
      RETURN
      END


      SUBRØUTINE ØUTA(SIGMA,MR,NR,NC,KZ)
      DIMENSIØN SIGMA(MR,NC)
      DØ 1 J = 1,NC
      WRITE(6,900) J
  900 FØRMAT( 7H RØW =  ,I3)
      WRITE(6,901) (SIGMA(I,J),I = 1,NR)
  901 FØRMAT(10(1X,1P1E12.5))
      IF(KZ.EQ.0) GØ TØ 1
      WRITE(7,900) J
      WRITE(7,902) (SIGMA(I,J),I = 1,NR)
  902 FØRMAT(1P6E13.6)
    1 CØNTINUE
      RETURN
      END


      SUBRØUTINE GINV2M(A,MR,NR,NC,KZ,E)
C
C     THIS RØUTINE CALCULATES THE GENERALIZED INVERSE OF A
C          AND STØRES IT IN A
C       MR=FIRST DIMENSIØN NØ. ØF A.
C       NR = NØ. ØF RØWS IN A
C       U IS THE BØØKKEEPING MATRIX.
C       AFLAG AND ATEMP ARE TEMPØRARY WØRKING STØRAGE.
C     E IS THE DØT PRØDUCT ERRØR ELIMINATØR
C
C     USE FØLLØWING CARD FØR DØUBLE PRECISIØN
C     DØUBLE PRECISIØN A,U,FAC,DØT1,ATEMP,DØT2,TØL,E
C
      DIMENSIØN A(MR,1),U(51,51),AFLAG(51),ATEMP(51)
      KZ = 1
      DØ 10 I=1,NC
      DØ 5 J=1,NC
    5 U(I,J)=0.0
   10 U(I,I)=1.0
      DØ 12 L = 1,NC
      FAC = DØT(MR,NR,A,L,L)
      IF(FAC.GT.E) GØ TØ 11
      DØ 13 J = 1,NR
   13 A(J,L) = 0.0
      KZ = 0
   12 AFLAG(L) = 0.0
      RETURN
C  11 FAC = 1.0/DSQRT(FAC)
   11 FAC = 1.0/SQRT(FAC)
      AFLAG(L) = 1.0
      DØ 15 I=1,NR
   15 A(I,L)=A(I,L)*FAC
      DØ 20 I=1,NC
   20 U(I,L)=U(I,L)*FAC
C
C     DEPENDENT CØL TØLERANCE FØR N BIT FLØATING PØINT FRACTIØN
C
      N=27
      TØL=(10.*0.5**N)**2
      L1 = L+1
      IF(L1.LE.NC)GØ TØ 21
      DØ 22 I = 1,NR
   22 A(I,L)= A(I,L)*FAC
      RETURN
   21 DØ 100 J = L1,NC
      DØT1=DØT(MR,NR,A,J,J)
      JM1=J-1
      DØ 50 L=1,2
      DØ 30 K=1,JM1
   30 ATEMP(K)=DØT(MR,NR,A,J,K)
      DØ 45 K=1,JM1
      DØ 35 I=1,NR
   35 A(I,J)=A(I,J)-ATEMP(K)*A(I,K)*AFLAG(K)
      DØ 40 I=1,NC
   40 U(I,J)=U(I,J)-ATEMP(K)*U(I,K)
   45 CØNTINUE
   50 CØNTINUE
      DØT2=DØT(MR,NR,A,J,J)
      IF((DØT2/DØT1)-TØL) 55,55,70
   55 DØ 60 I=1,JM1
      ATEMP(I)=0.0
      DØ 60 K=1,I
   60 ATEMP(I)=ATEMP(I)+U(K,I)*U(K,J)
      DØ 65 I=1,NR
      A(I,J)=0.0
      DØ 65 K=1,JM1
   65 A(I,J)=A(I,J)-A(I,K)*ATEMP(K)*AFLAG(K)
      AFLAG(J)=0.0
      KZ = 0
      FAC=DØT(50,NC,U,J,J)
      IF(FAC.GT.E) GØ TØ 66
      DØ 67 I = 1,NR
   67 U(I,J) = 0.0
      GØ TØ 100
C  66 FAC = 1.0/DSQRT(FAC)
```

```
   66 FAC = 1.0/SQRT(FAC)
      GO TO 75
   70 IF(DOT2.GT.E) GO TO 71
      KZ = 0
      AFLAG(J) = 0.0
      DO 72 I = 1,NR
   72 A(I,J) = 0.0
      GO TO 100
   71 AFLAG(J) = 1.0
C     FAC = 1.0/DSQRT(DOT2)
      FAC=1.0/SQRT(DOT2)
   75 DO 80 I=1,NR
   80 A(I,J)=A(I,J)*FAC
      DO 85 I=1,NC
   85 U(I,J)=U(I,J)*FAC
  100 CONTINUE
      DO 130 J=1,NC
      DO 130 I=1,NR
      FAC=0.0
      DO 120 K=J,NC
  120 FAC=FAC+A(I,K)*U(J,K)
  130 A(I,J)=FAC
      RETURN
      END



      FUNCTION DOT(MR,NR,A,JC,KC)
C
C     COMPUTES THE INNER PRODUCT OF COLUMNS JC AND KC
C     OF MATRIX A.
C
C     USE FOLLOWING CARD FOR DOUBLE PRECISION
C     DOUBLE PRECISION DOT,A
C
      DIMENSION A(MR,1)
      DOT=0.0
      DO 5 I=1,NR
    5 DOT=DOT+A(I,JC)*A(I,KC)
      RETURN
      END
```

APPENDIX D

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